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ABSTRACT

In this document, the California Postsecondary Education Commission responds to a request by the Board of Governors of the California Community Colleges to review the need for and location of the Vacaville Higher Education Center, a permanent educational center in the Solano County Community College District. The proposed site for the center is just over 60 acres in size, which suggests that it will never evolve into a full-service community college. It is the Commission's view that the long-range projections for the center are fundamentally sound, that by the time of its proposed 1996 opening, much of the "sticker shock" over fees will have dissipated, and that students will be attending in increasing numbers. The Commission thus recommends that: (1) the Vacaville Higher Education Center should be approved as an educational center of the Solano County Community College District; and (2) the Vacaville Higher Education Center should become eligible for Sate capital outlay funding as of the 1994-95 fiscal year. Appended in this report are the Board of Governors' Agenda Item 12, March 11-12, 1993; Letters of Support for the Vacaville Higher Education Center; and the Letter to Roland K. Allan from William L. Storey, April 8, 1992. Contains 18 references. (VWC)

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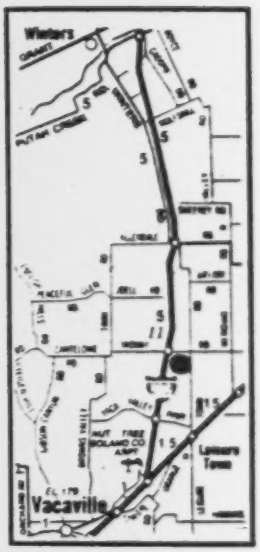

PROPOSED ESTABLISHMENT OF THE VACAVILLE HIGHER EDUCATION CENTER OF THE SOLANO COUNTY COMMUNITY COLLEGE DISTRICT

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

JUNE 1993

COMMISSION REPORT 93-12

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SUMMARY

The Solano County Community College District proposes to construct a permanent educational center in northeast Vacaville on 60 acres of donated land to the east of Interstate Highway 505 and north of Interstate 80 as part of the Interchange Business Park development.

For a variety of reasons -- among them, the rapid growth of Solano County's population; the availability of donated land for the center; the potential offering of upper-division courses on the site by California State University, Sacramento; the time-consuming factors involved in long-range capital projects such as this; and the meeting by the proposal for the center of all ten of the Commission's criteria for approval -- the Commission offers two recommendations on page 3 of this report:

1. The Vacaville Higher Education Center should be approved as an educational center of the Solano County Community College District.

2. The Vacaville Higher Education Center should become eligible for State capital outlay funding as of the 1994-95 fiscal year.

The Commission adopted this report at its meeting on June 28, 1993, on recommendation of its Fiscal Policy and Analysis Committee. Further information about the report may be obtained from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Information about the proposed center may be obtained from the Solano County Community College District, Post Office Box 246, Suisun City, California 94585; telephone (707) 864-7000.

PROPOSED ESTABLISHMENT OF THE VACAVILLE HIGHER EDUCATION CENTER OF THE SOLANO COUNTY COMMUNITY COLLEGE DISTRICT

A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Suite 500 • Sacramento, California 95814-2938

COMMISSION REPORT 93-12
PUBLISHED JUNE 1993

Contributing Staff: William L. Storey

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1 Conclusions and Recommendations

IN THIS REPORT, the Commission responds to a request by the Board of Governors of the California Community Colleges to review the need for and location of the Vacaville Higher Education Center, a permanent educational center in the City of Vacaville in the Solano County Community College District.

Solano County is among the fastest growing counties in California. Various population projections indicate that, by the year 2000, over 450,000 people will reside in the county -- an increase of more than 30 percent since 1991. Much of that growth is occurring in the Vacaville area, which lays some 35 miles west of Sacramento and about half way to the San Francisco Bay Area. The district maintains one college (Solano Community College) in Suisun near Fairfield, which currently enrolls some 11,500 students but which is likely to grow to its planned enrollment capacity of 18,000 shortly after the turn of the century.

"The proposed site for the Vacaville Higher Education Center is just over 60 acres in size, which suggests that it will never evolve into a full-service community college.... The somewhat restrictive size, however, does not mean that the proposed center will serve only a small number of students. The approved projections anticipate an opening enrollment of 2,456 headcount students in the Fall of 1996, with expansion to 4,163 by the year 2005."

The proposed site for the Vacaville Higher Education Center is just over 60 acres in size, which suggests that it will never evolve into a full-service community college. The Board of Governor's most recent long-range plan (1991) suggests that a proper size for a full-service college is 100 or more acres, and many existing colleges -- as well as some that are under development -- occupy significantly larger sites. The somewhat restrictive size, however, does not mean that the proposed center will serve only a small number of students. The approved projections anticipate an opening enrollment of 2,456 headcount students in the Fall of 1996, with expansion to 4,163 by the year 2005. With additional construction, that enrollment could be expanded to nearly the size of a comprehensive college, provided there are no athletic fields.

The conclusions below all indicate that the Solano County Community College District has satisfied the criteria contained in the Commission's *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers*. In spite of that, however, the uncertainties of the California economy could thwart the best planning efforts of both the district and various State agencies, including the Commission. In the current year, for example, the combination of restrictive budgets and increased student fees appears to have reduced community college enrollments on a systemwide basis by about 2 percent or 18,400 full-time-equivalent students. Yet enrollment in the Solano district actually increased from 7,580 to 7,750 full-time-equivalent students -- an increase that was in line with the October 1991 enrollment projection by the Demographic Research Unit in the State Department of Finance.

In 1993-94, Community College fees for regularly enrolled students without baccalaureate degrees may triple to $30 per unit -- the amount proposed in the

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Governor's Budget, and such an increase may have a depressant effect on anticipated enrollment growth in the colleges. If enrollments decline either in absolute numbers or from their projected increase, the projections on which the Vacaville Higher Education Center is based could fall short and reduce the need for the center.

It is the Commission's view, however, that the long-range projections for the center are fundamentally sound, that by the time of its proposed 1996 opening, much of the "sticker shock" over fees will have dissipated, and that students will be attending in increasing numbers. There is even the strong possibility that much of the economic turbulence that characterizes the present will have stabilized, and that community college financing will achieve a more regularized status. This view that fees will not long constitute real barriers to attendance is reinforced by the fact that fees are increasing in even greater amounts in the State's universities, with the result that most students will continue to consider the community colleges to be the most cost-effective means of obtaining either the first two years of academic education or a vocational certificate. Finally, the enrollment projections for the Vacaville Higher Education Center are so strong that even if enrollment in the center were not to grow as rapidly as now anticipated due to fees and budgetary restrictions, it is very unlikely that they would decline below the Commission's and Board of Governors' minimum enrollment standard of 500 full-time-equivalent students for educational centers. The Commission consequently concludes that the Vacaville Higher Education Center should be approved and become eligible to compete for State capital outlay funding.

"The Commission ... concludes that the Vacaville Higher Education Center should be approved and become eligible to compete for State capital outlay funding."

Conclusions

1. *Enrollment Projections:* The Demographic Research Unit of the Department of Finance has approved the enrollment projections for the Vacaville Higher Education Center that indicate a probable opening enrollment of 2,456 headcount students, which should translate to about 1,100 full-time-equivalent students in 1996 and grow to 1,849 such students in 2001 -- considerably above the required minimum full-time-equivalent enrollment of 500 for an educational center.

2. *Alternatives:* Both the district's needs study and its environmental impact report contain analyses of numerous alternatives, including alternate sites, expansion of existing facilities, and greater campus utilization. Due to the isolation of the Vacaville area from the Suisun campus, and the fact that the preferred site is available at no cost to the State or the district, the district's proposal must be considered the most viable of all the alternatives available.

3. *Serving the Disadvantaged:* The district has proposed an array of student services similar to those currently offered at Solano Community College in Suisun, including student financial aid, Extended Opportunity Programs and Services (EOPS), counseling, advising, tutoring, and a number of others detailed in Part Three of this report. The provision of these services will be considerably easier at the proposed permanent location than at the present outreach locations in that area.

4. *Academic Planning:* The district has presented an academic plan for the proposed center that involves both the transfer of existing programs from its current outreach sites as well as the creation of new programs as the center develops. All of the programs proposed to be offered have been previously approved by the district governing board and are included within the district's academic master plan.

5. *Accessibility:* The proposed site is very well located. There is ready access to two major freeways (Interstate highways 80 and 505) and excellent access from all but one surface street in the immediate area. Public transportation will become available as development of the North Village area, where the center is to be located, proceeds; and the regional transit authority has confirmed that route negotiations are in progress.

6. *Effects on Other Institutions:* Widespread support for the Vacaville Higher Education Center eixsts among the five community colleges in the region, none of which is within commuting distance, and therefore could be adversely impacted by its creation. California State University, Sacramento, is working with the district with the intention of offering courses and programs at the site in future years. The University of California, Davis, has expressed concern that the center might compete with one that the Los Rios Community College District proposes to operate jointly with the University on the Davis campus, but plans for that center are currently in an indeterminate condition, since the first attempt by that district to receive Commission staff approval for a "letter of intent" was unsuccessful. Given the uncertain status of that proposed center, there appears to be no cogent reason for delaying approval of the Solano district's proposal in Vacaville.

7. *Environmental Impact:* A comprehensive environmental impact report, completed in May 1990 as part of the Vacaville General Plan, showed no serious impacts of the center that could not be mitigated.

8. *Economic Efficiency:* Since the site will be donated to the Solano district by the Messenger Investment Company, the State of California will not be required to provide any capital outlay funding for site acquisition.

Recommendations

Based on its analysis of the Solano County Community College District proposal, and pursuant to its responsibilities under Section 66904 of the Education Code, the Commission recommends as follows to the Governor, the Legislature, and the Board of Governors of the California Community Colleges:

1. **The Vacaville Higher Education Center should be approved as an educational center of the Solano County Community College District.**

2. **The Vacaville Higher Education Center should become eligible for State capital outlay funding as of the 1994-95 fiscal year.**

---

2 Background to the Proposal

SECTIONS 66903(2a) and 66903(5) of the Education Code provide that the California Postsecondary Education Commission "shall advise the Legislature and the Governor regarding the need for and location of new institutions and campuses of public higher education." Section 66904 also provides:

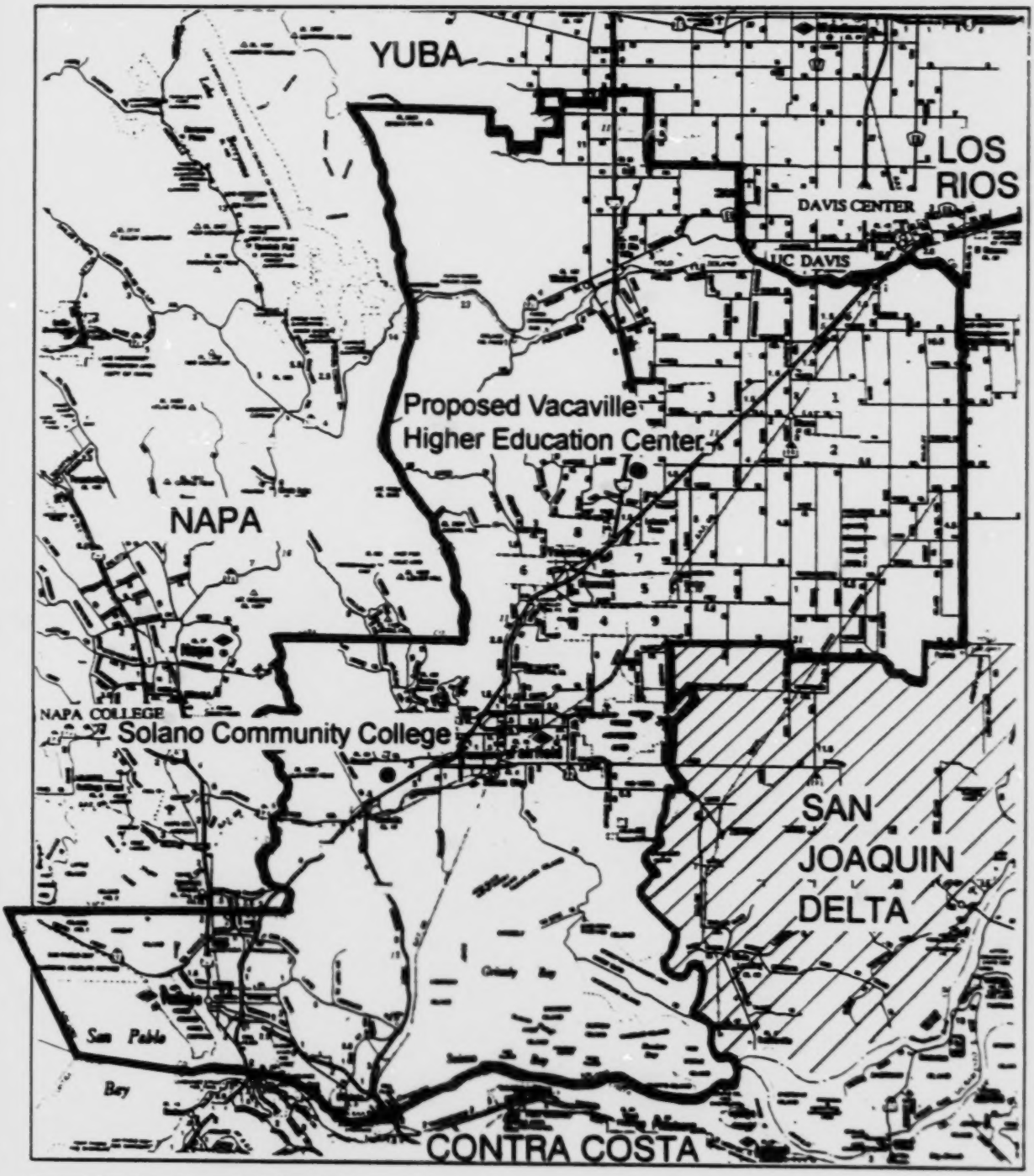
> It is further the intent of the Legislature that California Community Colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the commission. Acquisition or construction of non state-funded community college institutions, branches, and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the commission.

Pursuant to this legislation, in 1975 the Commission developed a series of guidelines and procedures for the review of new campus and off-campus center proposals and then revised them in 1978, 1982, 1990, and most recently in August 1992 under the title of *Guidelines for the Review of Proposed University Campuses, Community Colleges, and Educational Centers* (1975, 1978, 1982, 1990b, and 1992b). As most recently revised, these guidelines require each of the public higher education systems to develop a statewide plan every five years that identifies the need for new institutions over a 15-year period. Once the system submits that statewide plan to the Commission, the Commission staff requests that it submit more detailed short-term plans for campuses or centers through a "Letter of Intent to Expand." If Commission staff reviews that letter favorably, the staff invites the system to submit a comprehensive proposal -- referred to as a "needs study" -- that the staff evaluates according to ten criteria to determine its relative merit, after which the Commission recommends to the Governor and the Legislature that the new campus or center be approved -- creating an eligibility to compete with other districts for State capital outlay appropriations -- or be disapproved and remain ineligible.

Characteristics of the Solano County Community College District

The Solano County Community College District comprises 772 square miles within Solano County in the southern Sacramento Valley and is contiguous with five other community college districts -- Contra Costa, Los Rios, Napa, San Joaquin Delta, and Yuba (Display 1, page 6). It has been in existence since 1967, when it assumed jurisdiction from the Vallejo Unified School District, but community college instruction has been offered in the area since 1945, when Vallejo Junior College was founded. In 1967, the new district initiated plans for a new college, which was opened in 1971 as Solano Community College with 5,000 students on

DISPLAY 1 The Solano County Community College District and Surrounding Districts



Source: Solano County Community College District.

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a 189-acre site in Suisun, just to the southwest of Fairfield. Since then, the district has also extended its reach by establishing a number of outreach operations in the Dixon and Vacaville areas (three in Dixon and six in Vacaville), as well as at Travis Air Force Base and the Mare Island Naval Shipyard. Of these two bases, Travis is not on any current or anticipated base closure lists, while Mare Island was named on the 1992 list and will probably close in the next few years. Since the Mare Island facility currently employs 9,530 people (*San Jose Mercury News*, 1993), its closing will have an effect on district operations, primarily at Solano Community College itself. It should have little or no effect on the projected enrollment of the Vacaville Higher Education Center, however, given the distances involved. (The Vacaville area is shown in Display 2 on page 8.)

According to all available population projections, including those from the Demographic Research Unit of the Department of Finance, Solano County should continue to grow rapidly well into the first decade of the twenty-first century. Between 1990 and 2005, the Demographic Research Unit projects overall growth of 183,500 persons.

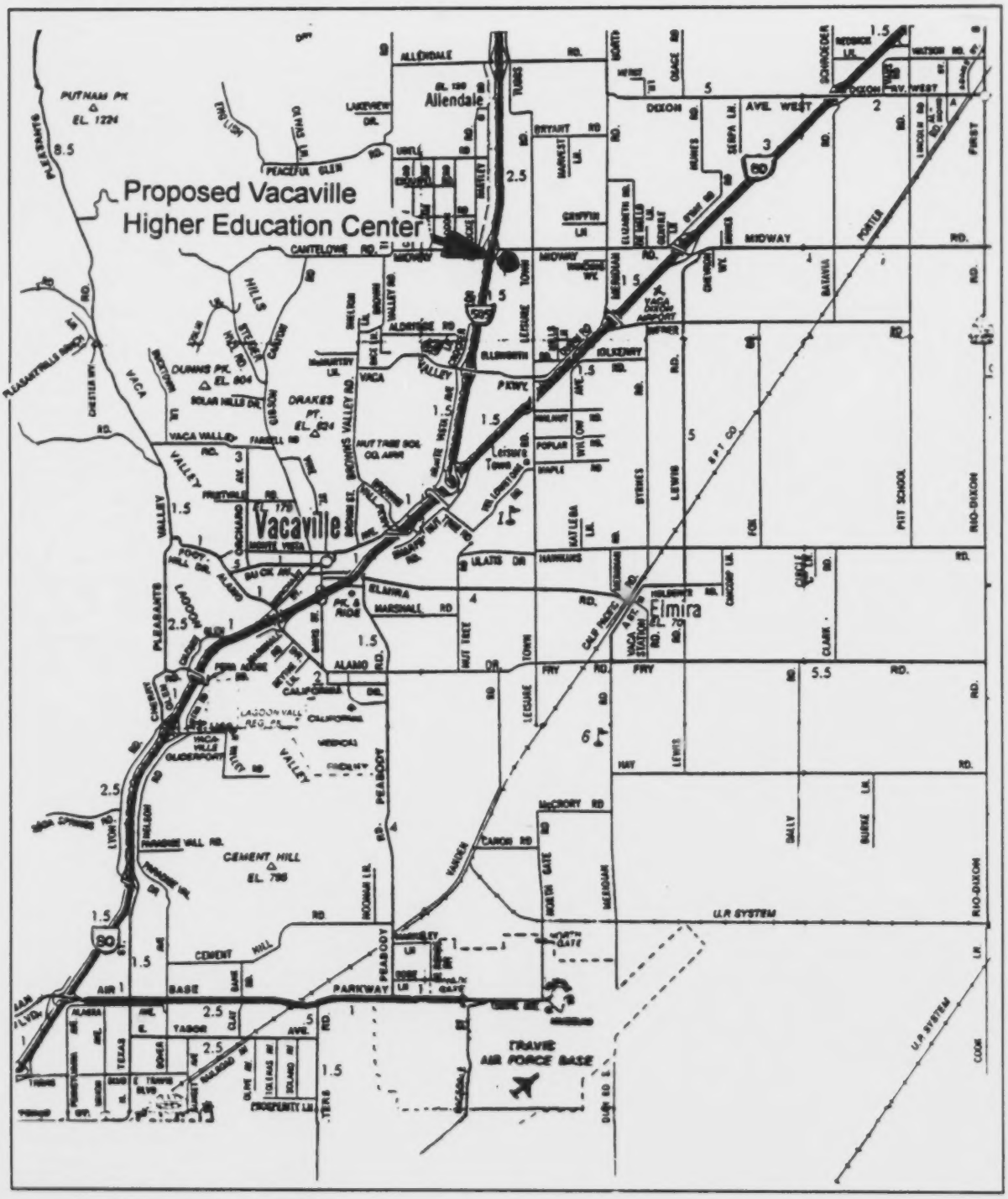
Origins of the proposal

Solano County Community College District officials initiated a master planning process during 1988-89, largely in response to evident growth and demographic changes in Solano County, particularly in the Vacaville area. To aid in the development of that plan, the district retained a consultant (Michael L. Maas and Associates) to guide the planning process, and in April 1990, the consultant put forth the basic assumptions and time schedule that helped to define the process through which the plan would be developed. That process called for extensive consultation with faculty and staff to develop both the educational master plan and the facilities master plan that would give it form and substance.

Somewhat coincidentally, and concurrently with the district's efforts, the Chancellor's Office of the California Community Colleges was developing its 15-year plan for new colleges and educational centers throughout the community college system. Based in part on the work done by another consultant -- MGT Consultants, Inc. -- this plan was presented to, and approved by, the Board of Governors in January 1991. Entitled *Long-Range Capital Outlay Growth Plan*, it called for the creation of an educational center in the northeast area of the district (which includes Vacaville) but no additional facilities for the district in either the "Mid Term (1995-2000)" or the "Long Term (2000-2005)" (MGT, 1990, p 147). This action conformed closely to the recommendation of the district's own consultant:

> Quantitative indicators suggest that a new campus is not needed in the district. Based on information provided by the district, a center in Vacaville appears to be warranted due to access issues related to heavy traffic congestion along Interstate 80. The district's current campus is not located near the heaviest population growth and therefore has not grown in enrollment as rapidly as anticipated. The district should plan to utilize potential revenues that result from leasing or selling current acreage hold-

DISPLAY 2 The Vacaville Area, Showing the Site of the Proposed Center



Source: Solano County Community College District.

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ings to support the development of a center in Vacaville. The district's Master Plan, when complete, may indicate that district funds are available to acquire a site in Vacaville and should also more clearly substantiate a need for community college programs in the area.

While the consultant suggested the possibility of land sales or leases to raise money to purchase a site, the district entered into negotiations with the Messenger Investment Company, the Mission Land Company, and the City of Vacaville to secure a donated site. That led to the planned acquisition of 60 acres of land within the Interchange Business Park development, which lies at approximately the intersection of Interstate 80 and Interstate 505 in Vacaville, just north of the Nut Tree complex in the northeast area of the City of Vacaville. This area is intended to be primarily residential, although there are numerous commercial and industrial activities in the general vicinity.

The offer of free land had the effect of accelerating the planning process, and district officials accordingly conducted numerous meetings throughout the spring and early summer of 1990 to develop the academic master plan, which the district's governing board approved the following October. Work then began on the Facilities Master Plan, which was incorporated into the district's five-year planning process and included the development of three Capital Outlay Budget Change Proposals that were finalized as of February 1993 and which anticipate initial State capital outlay appropriations in 1994-95 (Solano County Community College District, 1993b, c, and d).

The district -- jointly with California State University, Sacramento -- also conducted a community survey in the summer of 1992 to determine the educational preferences of residents of the Vacaville area. They selected a random sample of 5,111 residences from county voter registration files and obtained a total of 1,147 completed surveys (22.4 percent). Of the 5,111 surveys mailed, 1,345 were sent to the targeted service area (Dixon, Vacaville, and Winters), and 297 responses were received (22.1 percent) -- a rate similar to the response rate for the entire district. The survey included 20 questions on basic demographic information (age, gender, ethnicity), educational background, barriers to attending college, probability of attendance at a new Vacaville Higher Education Center, and curricular preferences. (The results of this survey are discussed in Part Three of this report.)

In late 1991, district officials contacted the Commission to determine the proper procedures to pursue to obtain authorization for the new center under Education Code Section 66904. This led to a meeting of Commission staff with district officials on February 18, 1992, the filing of a "Letter of Intent to Expand" with the Commission staff on April 16, 1992, and a formal staff response to that letter on June 3, 1992.

The district spent the next six months developing its formal needs study for the proposal, especially its enrollment projections, since the Demographic Research Unit of the Department of Finance, which had traditionally conducted special projections at districts' request, could no longer perform that function due to staff

reductions. In collaboration with officials from California State University, Sacramento, and with data arrays provided by National Planning Data, Inc. (a corporation specializing in national demographic data), the district obtained approval of its projections by the Demographic Research Unit on January 11, 1993. The needs study thus became complete and was forwarded to the Chancellor's Office on January 20 and to the Commission on February 24.

Review by the Board of Governors

The Commission's guidelines require the Board of Governors to include all proposals for new institutions in their 15-year plan, and to approve specific proposals prior to Commission action. In the case of the Vacaville Higher Education Center, Chancellor Mertes presented a staff report to the Board of Governors on March 11 with the expectation that the report would be brought back for favorable action by the Board at its May meeting.

Following the pattern established both by the Commission's guidelines and by various sections of Title 5 of the California Administrative Code, the Chancellor's Office staff report presented an overview of regional and community characteristics, noted the district's geography and mileage between various points, discussed the ethnicity data, provided an overview of the enrollment projection methodology employed by the district, noted various alternatives, and indicated that substantial support for the center exists within the larger community. The report (reproduced in Appendix A of this present report) concluded as follows:

> Staff analysis of the Solano County Community College District proposal to establish an educational center in the Vacaville area has revealed the proposal to be justifiable, desirable, and timely.
>
> The rapid growth in the area's population is reflected in increasing traffic congestion. In addition to providing full access to courses to students presently denied educational opportunities due to excessive travel times, the presence of a comprehensive educational center allows for the provision of full student support services.
>
> Among the large number of students and potential students from the proposed service area who are currently unserved or underserved is a large ethnic minority population. Establishment of this center would be consistent with the Board's stated objective to improve the access and retention of historically underrepresented students (Board of Governors, 1993, p. 10).

Expansion and retrenchment

In the Commission's most recent reports on proposed new institutions -- Folsom Lake College of the Los Rios Community College District and the Lompoc Valley Center of the Allan Hancock Joint Community College District -- it noted that legitimate questions had been raised about the advisability of creating new colleges and centers in an era of severe budgetary constraint and the unknown effects of potentially large increases in student fees. These questions may be particularly

relevant now that the Governor has proposed to raise fees from their current level of $10 per semester unit to $30 per unit, especially when there are some indications that even the $10 fee has contributed to enrollment declines.

The Legislative Analyst recently voiced a similar concern in the *Analysis of the Budget Bill, 1993-94* (1993, p. I-42):

> As discussed in the Higher Education Section of our *Analysis*, enrollments at the University of California (UC) and the California State University (CSU) have declined by 2,400 FTE and 21,500 FTE, respectively, since 1990-91. The Governor's Budget proposes further funding cuts for these segments in 1993-94. The California Community Colleges' (CCC) enrollment has continued to increase, but fee increases enacted in 1992 and policy changes proposed in the Governor's Budget could have a significant impact on future community college enrollment. It is unclear how the recent and proposed cuts and enrollment reductions will effect [sic] the need for, and type of, higher education facilities.

A related financial issue concerns the availability of general obligation bond financing. The Legislative Analyst also noted that only $27 million remains from all of the bond issues previously approved by the voters (p. I-44). Because of this, Senator Gary Hart has introduced Senate Bill 46, which will place another $900 million bond issue on the ballot at the statewide election in June 1994. Most of the capital outlay projects scheduled for 1993-94 and 1994-95 depend on the passage of that bond issue, including funds for the Vacaville Higher Education Center.

The Commission is concerned about these developments, but it believes that sound planning for new institutions should continue in spite of the uncertainties, and consequently it reiterates the eight reasons for continuation that it presented in its previous reports on Folsom Lake College and the Lompoc Valley Center (1992c and d).

1. *Different revenue sources are involved.*

   Funding for capital outlay generally comes from a different revenue source than funding for general institutional support. The funds necessary to support the faculty, administration, student services, financial aid, and all of the other day-to-day operations of an institution of higher education come from the State General Fund, and in the case of the Community Colleges, from local property taxes as well. Funding for capital outlay comes almost entirely from bonds, both the General Obligation Bonds approved by the voters in statewide elections, and lease-payment (revenue) bonds authorized by the Legislature or by the systemwide governing boards. The budget crises of the past several years have largely been support budget dislocations, and occurred at the same time that the voters of California approved two major General Obligation bond issues for capital outlay.

2. *The population of California is growing rapidly.*

Despite the crises of the moment on the operations side of the budget, California's population continues to grow rapidly. According to the most recent projection from the Demographic Research Unit of the State Department of Finance, between 1991 and 2005 some 530,000 additional students are expected to require admission to the California Community Colleges, a number roughly equivalent to the capacity of 53 new colleges of 10,000 students each. Of course, much of the expansion can be accommodated on existing campuses, but it is clear that many new educational centers and colleges must be built. The most recent estimate from the Board of Governors is that 37 new centers or colleges will be necessary by 2005.

3. *Most of the growth will occur in the California Community Colleges.*

The fiscal reductions contained in the 1991-92 and 1992-93 budgets fell hardest on the University of California and the California State University, and resulted in enrollment levels below the projections for 1990 and 1991 from the Demographic Research Unit. In addition, rapid fee increases have widened the affordability gap between the four-year institutions and the community colleges. These two factors have already produced a diversion of students to the Community Colleges and thereby increased enrollment pressures on that system even further.

4. *It is less expensive to educate students in the Community Colleges.*

The Commission's most recent data on cost per student (1992a) indicate that the average cost per student for operations is only 39 percent of the cost in the State University, and 24 percent of the cost at the University of California. Further, the Commission estimated in 1990 (1990a) that the capital outlay cost per student is about 53 percent of the State University cost and only 13 percent of the cost at the University of California. Clearly, it is more fiscally prudent to provide higher educational services -- at least for the first two undergraduate years -- in the California Community Colleges.

5. *Capital outlay project planning lead times are very long.*

Another fundamental difference between appropriations for the day-to-day operations of California's colleges and universities, and those for capital outlay, is that capital outlay projects require long lead times for planning. Between the time a new institution is conceived, and the time the first student is admitted, is normally a minimum of eight years and can be much longer. There are relatively recent examples where planning took place over a period of several decades prior to student and staff occupancy of the facilities.

6. *Failure to move proposals along now will create unreasonable delays later.*

As noted earlier, the Chancellor's Office has proposed the establishment of 37

new centers and colleges between 1990 and 2005. All of those institutions may not be built, but if decisions are not made now on proposals as they become ready for evaluation, a bottleneck could be created later.

7. *No budget crisis lasts forever.*

Despite the severity of the current crisis, no crisis is forever. Eventually, prosperity will return to California and more adequate budgets to higher education, enrollments will expand, buildings will be built, and students will learn. In the meantime, it is imperative that planning continue, for if it does not, it is nearly certain that resources and opportunities will be lost in the absence of a sensible way to use them. If proposals for new institutions are reviewed now, it will be possible to build and occupy them at a time in the future when economic conditions are more favorable.

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8. *Finally, approval by the Commission creates only an eligibility for funding, not a mandate.*

The Commission performs a unique role in the capital outlay process in that it is the only agency that offers recommendations on the establishment of new institutions in all three higher education systems. Such an approval does not, however, provide any funding for that institution, but only creates an eligibility to compete for funding with existing colleges and universities. The success or failure of that competition depends on a multi-layered and very comprehensive review process that involves the systemwide central offices, the Governor, the Legislature, the Department of Finance, the Office of the Legislative Analyst, and the State Public Works Board.

For all of these reasons, the Commission has proceeded expeditiously with its analysis of the Vacaville Higher Education Center, as it will with all other proposals submitted in accordance with its guidelines for review, in the expectation that California's current fiscal constraints will not prove to be permanent.

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3 Analysis of the Proposal

AT ITS AUGUST 24, 1992 meeting, the Commission approved a revision to the guidelines under which proposals for new campuses and centers have been evaluated pursuant to the Education Code. That revision contained a number of clarifications and refinements of the earlier document, and was coordinated with the long-range planning process contained in the *Framework for Statewide Facilities Planning* (1992b). These revised guidelines, for the first time, contained definitions of the various types of institutions the Commission might review, including those presented below that apply to the California Community Colleges:

> *Outreach Operation:* An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student population of less than 500 full-time-equivalent students at a single location.
>
> *Educational Center:* An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college. The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution.
>
> *College:* A full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A college will have its own administration and be headed by a president or a chancellor.

In terms of these definitions, the Solano district is proposing to establish an "educational center" rather than a college, and it expects to open the center in Fall 1996 with an enrollment of some 1,100 full-time-equivalent students.

Besides those new definitions, the Commission's 1992 guidelines revised some of the criteria under which it evaluates proposals for new colleges and educational centers and added two new ones under a tenth criterion of economic efficiency:

> *10.1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals*

for new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10.2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

At the time the Solano County Community College District submitted its "Letter of Intent to Expand" to the Commission, the Commission was still using its 1990 guidelines, and the district consequently developed its proposal under the nine criteria that those guidelines contained. Nonetheless, because the district plans to build the center on a site that will be donated to it at such time as State approvals are secured and funding is provided in the Governor's Budget, and because it is encouraging intersegmental participation in the center, the Commission has used all ten of its 1992 guidelines -- including these two -- in the following analysis of the proposal.

Criterion 1
Enrollment projections

1.1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above. For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided. For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided. When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution. The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections. Community College projections shall be developed pursuant to the Unit's instructions.

1.6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers, compelling regional or local needs must be demonstrated. The district shall

demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines. Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process.

Until this past year, when fiscal restrictions forced the Demographic Research Unit of the Department of Finance to discontinue the practice, the Unit produced a document entitled "Percent Change in Adult Population" for community college districts. The Unit issued its last report in this series on May 15, 1992, and that report indicated that the Solano County Community College District is among the fastest growing districts in California, as shown in Display 3 below.

DISPLAY 3 *Percent Change in the Adult Population, as Defined in Section 1118.1 of the Revenue and Taxation Code, in California Community College Districts, January 1991 to January 1992*

District	Percent Change	District	Percent Change	District	Percent Change
Antelope Valley	6.72%	Fremont-Newark	2.29%	Grossmont-Cuyamaca	1.04%
Mt. San Jacinto	6.07	West Hills	2.28	Foothill-De Anza	0.95
Victor Valley	5.99	Mendocino-Lake	2.25	San Diego	0.83
Santa Clarita	5.63	San Joaquin Delta	2.16	San Francisco	0.79
Imperial	4.37	Lake Tahoe	2.06	North Orange	0.78
Saddleback	4.35	Sonoma County	2.05	Compton	0.72
Sierra	3.80	Southwestern	1.96	Barstow	0.71
Palomar	3.53	Gavilan	1.91	Citrus	0.71
State Center	3.47	Chabot-Las Positas	1.91	West Kern	0.70
Mira Costa	3.35	Rancho Santiago	1.87	Los Angeles	0.67
Shasta-Tehama-Trinity	3.19	Siskiyou	1.86	Cerritos	0.66
SOLANO COUNTY	**3.12**	Hartnell	1.79	West Valley-Mission	0.64
Chaffey	2.99	Contra Costa	1.75	El Camino	0.58
Lassen	2.99	Napa	1.65	Santa Barbara	0.57
Feather River	2.98	San Jose-Evergreen	1.64	Cabrillo	0.55
Kern	2.82	San Mateo County	1.57	Peralta	0.53
Yuba	2.79	Palo Verde	1.52	Rio Hondo	0.50
Desert	2.65	Marin	1.51	Coast	0.48
Riverside	2.62	Mt. San Antonio	1.49	Long Beach	0.48
Redwoods	2.58	San Bernardino	1.47	San Luis Obispo	0.43
Los Rios	2.52	Glendale	1.41	Monterey Peninsula	0.36
Yosemite	2.41	Merced	1.41	Pasadena Area	0.33
Sequoias	2.38	Ventura County	1.33	Santa Monica	0.27
Butte	2.29	Allan Hancock	1.29	STATEWIDE	1.72

Source: Department of Finance, Demographic Research Unit, May 15, 1992

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Traditionally, the Demographic Research Unit has developed special projections for proposed community college educational centers, but when it became apparent that the resources to continue this service would not be forthcoming, the Unit offered districts a set of guidelines by which the districts could develop their own projections. Those guidelines call for the district to use city or county population data to develop the projections -- a directive that could not be implemented in Solano's case because Solano County does not produce its own projections but instead uses those from the Association of Bay Area Governments, and that agency's available data were based on the 1980 census and consequently were, for all effects and purposes, obsolete.

Because the Association of Bay Area Governments will not have data based on the 1990 census until this summer or early fall, the district sought useful data elsewhere, which led to its signing a contract with the National Planning Data Corporation of Ithica, New York. That corporation provides 1990 census data by age and zip code for the entire country, which permitted the Solano district to obtain accurate population data for the City of Vacaville as well as the entire district. Those data, when compared to participation rates, provided sufficient information to develop the enrollment projection.

To obtain what amounts to a control group, the district compared the National Planning Data Corporation's population data to the most recent report from the Demographic Research Unit, as shown in Display 4. Although based on updated 1980 census data, the Unit's projection for Solano County varied from the corporation's 1990 census data by only a little over 2 percent, and most of that was accounted for by the fact that the Demographic Research Unit counted the inmate population at the California Medical Facility in Vacaville, while the National Planning Data Corporation did not. If that population is added to the corporation's projection, the variance is reduced to less than 1 percent.

DISPLAY 4 Population Projections for Solano County, 1991-2005

Year	Demographic Research Unit (DRU)	National Planning Data Corporation (NPDC)	DRU Projection Exceeds NPDC Projection by:
1990	345,700	N/A	N/A
1991	360,900	352,702	2.32%
1992	375,300	366,740	2.33%
1993	389,100	380,175	2.35%
1994	402,100	392,838	2.36%
1995	414,300	404,720	2.37%
1996	425,900	416,006	2.38%
1997	437,400	427,346	2.35%
1998	448,900	438,469	2.38%
1999	460,400	449,706	2.38%
2000	471,900	460,925	2.38%
2001	483,300	470,971	2.62%
2002	494,800	481,607	2.74%
2003	506,200	494,434	2.38%
2004	517,700	505,669	2.38%
2005	529,200	516,902	2.38%

Source: Solano County Community College District, 1993, p. 10.

To derive a valid enrollment projection, the district examined the total population and the 18-64 age cohort projections for the 12 zip codes that comprise the Solano County Community College District. Those zip codes are shown on the map in Display 5, with the 18-64 year population for Fall 1991, the enrollment by zip code, and the participation rate per 1,000 population for the entire district shown in Display 6 on page 20. Display 7 on that page provides more specific data for the Vacaville/Dixon areas, and indicates that, in Fall 1991, some 822 students from

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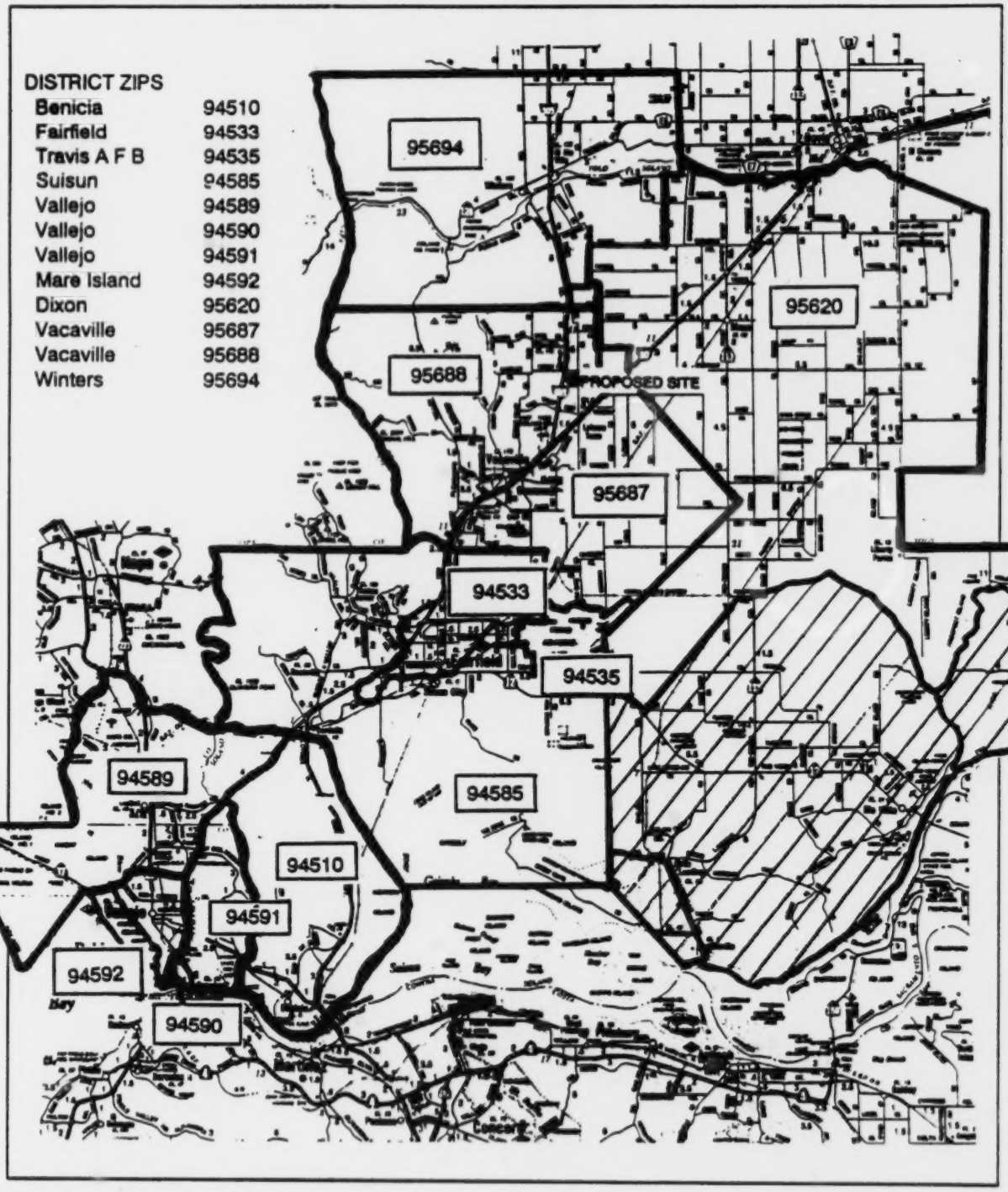
DISPLAY 5 Zip Codes in the Solano County Community College District



Source: Solano County Community College District, 1993, p. 10.

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DISPLAY 6 *Solano County Community College District Participation Rates by Zip Code Areas, Fall 1991*

Area	Zip Code	Enrollment	Population Aged 18-64	Participation Rate per 1000 Persons
Benecia	94510	594	16,152	36.78
Fairfield	94533	2,761	48,369	57.08
Travis Air Force Base	94535	465	8,559	54.33
Suisun	94585	1,224	19,520	62.70
Vallejo	94589	786	22,596	34.78
Vallejo	94590	974	20,020	48.65
Vallejo	94591	1,090	26,206	41.59
Mare Island	94592	33	2,516	13.12
DIXON	**95620**	**219**	**9,029**	**24.26**
VACAVILLE	**95687**	**1,542**	**25,839**	**59.68**
VACAVILLE	**95688**	**1,127**	**16,901**	**66.68**
WINTERS	**95694**	**97**	**2,868**	**33.82**
Total/Rate		10,912	218,575	49.92
Other Zip Codes		879		
Total		11,791		

Notes: The proposed center's service area is indicated in boldface and capital letters. Enrollment is unduplicated Fall 1991 first census enrollment.

Source: Solano County Community College District, 1993, p. 12.

DISPLAY 7 *Fall 1991 First Census Enrollment in the Solano County Community College District by Zip Code of Students*

Area	Zip Code	Vacaville/ Dixon Area	Remainder of the District	Total District
Benecia	94510	56	538	594
Fairfield	94533	87	2,674	2,761
Travis Air Force Base	94535	78	387	465
Suisun	94585	29	1,195	1,224
Vallejo	94589	55	731	786
Vallejo	94590	66	908	974
Vallejo	94591	73	1,017	1,090
Mare Island	94592	2	31	33
DIXON	**95620**	**20**	**199**	**219**
VACAVILLE	**95687**	**121**	**1,421**	**1,542**
VACAVILLE	**95688**	**75**	**1,052**	**1,127**
WINTERS	**95694**	**4**	**93**	**97**
Subtotal		666	10,246	10,912
Other Zip Codes		156	723	879
Total		822	10,969	11,791

Note: The proposed center's service area is indicated in boldface and capital letters.

Source: Solano County Community College District, 1993, p. 12.

within the district attended classes at the Vacaville/Dixon outreach facilities, while 10,969 students attended at other locations -- almost all of them at Solano College in Suisun. It also indicates that 2,765 students from the Vacaville/Dixon area chose to attend outside the area -- again virtually all of them at Solano College. The district assumes that most of these students would have attended the new educational center had it been in operation in 1991 and that a comparable number will attend when the new center reaches maturity in the late 1990s.

From these and other historical data, the district computed participation rates for students residing in the Vacaville/Dixon service area, in the remainder of the district, and in other districts. The overall participation rate for the entire district is 49.92, meaning that about 50 of every 1,000 people in the 18-64 age category attend classes in the district. Within the Vacaville/Dixon service area, however, the rate is 54.63 students per 1,000. In addition, another 2.72 students per 1,000 attend in the service area from outside the service area, plus another 178 students from other districts.

When the district applied these numbers to the existing population projections, the first part of its enrollment projection emerged. To be on the conservative side, however, the district assumed only half of the current service-area participation rate for the first three years, then 75 percent of the current rate by the fourth and subsequent years

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of operation. Program differences between the main campus and the center will cause 25 percent of the students to continue to attend the main campus in Suisun.

With regard to the out-of-service-area population, the district assumes that the 2.72 students-per-thousand rate will continue, but it adjusted the out-of-district students slightly downward from 178 to 156. Display 8 shows the net effect of this computation: projected headcount enrollments range from 2,456 in 1996 when the new center opens, to 4,163 in 2005 -- the final year of the projection.

Financing for both support and capital outlay, however, is not determined by head-

DISPLAY 8 Enrollment Projections for the Vacaville Center, 1996 Through 2005

	18-64 Year Population		Participation Rates		Projected Enrollments		Out of	
	Service	Remainder	Service	Remainder	Service	Remainder	District	
Year	Area	of District	Area	of District	Area	of District	Enr.	Total
1996	65,004	192,533	27.32	2.72	1,776	524	156	2,456
1997	66,366	197,735	31.87	2.72	2,115	538	156	2,809
1998	68,711	202,929	36.42	2.72	2,502	552	156	3,210
1999	70,579	206,129	40.97	2.72	2,892	561	156	3,608
2000	72,455	213,323	40.97	2.72	2,968	580	156	3,705
2001	74,323	217,480	40.97	2.72	3,045	592	156	3,793
2002	75,346	223,674	40.97	2.72	3,087	608	156	3,851
2003	78,139	228,832	40.97	2.72	3,201	622	156	3,980
2004	80,066	234,039	40.97	2.72	3,280	637	156	4,073
2005	81,914	239,230	40.97	2.72	3,356	651	156	4,163

Source: Solano County Community College District, 1993a, pp. 23-25.

count but by full-time-equivalent students (FTES) for operations and weekly student contact hours (WSCH) for capital construction. It is consequently necessary to provide estimates for the number of weekly student contact hours that each student will take. For the entire district, the weekly student contact hour/enrollment rate between 1988 and 1991 was 10.2 for day students and 6.7 for evening students. Using these figures, the district assumes that only 80 percent of those rates will occur at the new center. Further, in the four interim years (1992-1995) prior to the new center's opening, the district assumes that weekly student contact hour/enrollment will be only 3.81 -- slightly less than the 4.06 realized in 1991.

Display 9 on page 22 shows the results of these calculations, and they indicate enrollments that are more than sufficient to justify the establishment of the new center. Although direct translations from weekly student contact hours to full-time-equivalent students are not possible until the curriculum is finally approved, dividing weekly student contact hours by 15 gives an approximation, and produces 1,152 full-time-equivalent students in 1996, growing to 1,849 in 2001 -- numbers that are more than sufficient to satisfy the Board of Governors' Title 5 (Section 57001.7) requirement of 500 full-time-equivalent students.

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DISPLAY 9 *Historical and Projected Enrollments for the Vacaville Higher Education Center*

Year of Fall Term	Day Credit			Evening Credit			Non-Credit			Total		
	Enrollment	WSCH	WSCH/ Enrollment	Enrollment	WSCH	WSCH/ Enrollment	Enrollment	WSCH	WSCH/ Enrollment	Enrollment	WSCH	WSCH/ Enrollment
Historical												
1989	0	0	0.00	800	2,513	3.14	0	0	0.00	800	2,513	3.14
1990	12	16	1.33	909	3,040	3.34	16	8	0.50	937	3,064	3.27
1991	17	69	4.06	840	2,824	3.36	11	21	1.91	868	2,914	3.36
Projected (Outreach Operations)												
1992	27	103	3.81	825	3,139	3.80	0	0	0.00	852	3,242	3.81
1993	29	110	3.79	856	3,257	3.80	0	0	0.00	885	3,367	3.80
1994	31	118	3.81	885	3,368	3.81	0	0	0.00	916	3,486	3.81
1995	32	122	3.81	913	3,474	3.81	0	0	0.00	945	3,596	3.81
Projected (Vacaville Higher Education Center)												
1996	1,500	12,150	8.10	956	5,124	5.36	0	0	0.00	2,456	17,274	7.03
1997	1,832	14,839	8.10	977	5,237	5.36	0	0	0.00	2,809	20,076	7.15
1998	2,198	17,804	8.10	1,012	5,424	5.36	0	0	0.00	3,210	23,228	7.24
1999	2,578	20,882	8.10	1,031	5,526	5.36	0	0	0.00	3,609	26,408	7.32
2000	2,640	21,384	8.10	1,064	5,703	5.36	0	0	0.00	3,704	27,087	7.31
2001	2,701	21,878	8.10	1,092	5,853	5.36	0	0	0.00	3,793	27,731	7.31

Notes: The center weekly student contact hour (WSCH) per enrollment is set at 80 percent of the average 1988-91 district weekly student contact hour per enrollment. The day weekly student contact hour per enrollment was 10.2; evening weekly student contact hour per enrollment was 6.7.

Source: Solano County Community College District, 1993a, p. 21.

The Commission's guidelines require the Demographic Research Unit to approve district enrollment projections. The district secured this approval on January 11, 1993, by letter from Linda Gage, Chief of the Unit (Display 10).

Criteria 2 and 6
Consideration of programmatic and geographic alternatives

2.1 Proposals for new institutions should address at least the following alternatives: (1) the possibility of establishing an educational center instead of a university campus or community college; (2) the expansion of existing institutions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months; 4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions; (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction; and (6) private fund raising or donations of land or facilities for the proposed new institution.

6.1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented.

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DISPLAY 10 Letter to Virginia L. Holten from Linda Gage, January 11, 1993

STATE OF CALIFORNIA — PETE WILSON, Governor

DEPARTMENT OF FINANCE
915 L STREET
SACRAMENTO, CA 95814-4998

January 11, 1993

Dr. Virginia L. Holten
Superintendent/President
Solano Community College District
4000 Suisun Valley Road
Suisun City, CA 94585

Dear Dr. Holten:

The Demographic Research Unit approves the Solano Community College District's projection for the Vacaville Higher Education Center:

YEAR	ENROLLMENT	WSCH
1992	852	3242
1993	885	3368
1994	916	3486
1995	945	3596
1996	2546	17274
1997	2809	20076
1998	3210	23228
1999	3609	26408
2000	3704	27087
2001	3793	27731

We wish you success with the development of the new center.

Sincerely,

Mary Heim for

Linda Gage, Chief
Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701

cc: James M. Claffey, Solano Community College District
Dr. Jose M. Ortiz, Solano Community College District
Alan Peterson, Community Colleges Chancellor's Office
Bill Storey, California Postsecondary Education Commission

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This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites.

In its needs study, the Solano district addressed each of the possible alternatives to the recommended site in Vacaville. The first possibility above -- establishing an educational center -- does not apply, since the proposal calls for an educational center and not a college. The second option -- the expansion of existing institutions -- would seem a possibility in this case, since the planned enrollment capacity of the Suisun campus is 18,000, and the campus currently enrolls only about 11,500 students. The district responds to this possibility by noting the most recent projection by the Demographic Research Unit (1991), which projects enrollments in the entire district at 17,030 in the year 2000-01. Given recent events -- principally resource constraints and rapid increases in student fees -- that appear to have depressed community college enrollments statewide, the Demographic Research Unit's projection may be high, and since it includes enrollments in outreach operations as well as on the main campus, that campus may still have room for several thousand students for the first years of the next decade. Nonetheless, expansion of the campus to 18,000 -- or to almost any figure above current enrollment -- would require the construction of additional facilities, which could probably be built for about the same cost on either the Vacaville center property or the existing campus, since the donated site for the center in Vacaville eliminates land costs as an issue.

Nonetheless, the second option is not feasible because access and commute times are rapidly becoming issues in the Solano district. The distance from downtown Vacaville to the Suisun campus is about 14 miles and can currently be traversed in between 19 and 23 minutes, depending on the time of day and traffic conditions. The Chancellor's Office rule on commute times is that no student should have to commute for more than 30 minutes, including time to find parking, in each direction from home or work. At the present time, most commuters are able to arrive at the campus within this parameter, as Display 11 shows; but according to the California Department of Transportation, congestion on Interstate 80 is increasing rapidly -- so much so that commute times are likely to double by the end of the decade during peak load times in the morning and evening. As a result, it is likely that commute times from anywhere near the Vacaville area will exceed 30 minutes by the time the center opens in 1996.

DISPLAY 11 Commuting Times Between Solano College and Various Locations in the Vacaville Region, including Time to Locate Parking

		Number of Minutes		
To Solano College from:	Miles	8:00 a.m.	Noon	5:30 p.m.
Pleasant Valley	13.8	23	26	27
Peabody	15.8	25	24	27
Downtown Vacaville	14.0	24	25	28
Winters	30.2	39	38	41
Elmira	21.9	34	34	37

Source: Solano County Community College District, 1993a, p. 37.

The third option -- expansion of existing off-campus facilities -- is not feasible for numerous reasons:

- The district must lease most such space at substantial cost;
- Public schools generally are not available prior to 4:00 p.m.;

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- Laboratories are non-existent;
- No library facilities are available;
- The space is often subject to cancellation on short notice;
- There is little room for expansion;
- There is no chance to establish a community identity.
- Office space to provide students with counseling, advising, and tutoring is seldom available unless leased in office buildings, which is again a costly alternative.

In spite of these difficulties, the college is presently using many facilities such as public schools, fire departments, and community centers (Display 12, page 26), but there should be little doubt that the facilities employed are less than satisfactory educationally. And increased utilization of the Suisun campus itself, especially in the afternoons and evenings, is not feasible because of the transportation access problem discussed above.

In terms of the fourth option -- the shared use of existing or new facilities -- no plans exist for the shared use of facilities with other community college districts, principally because none are in the immediate vicinity, but plans exist for joint programming with California State University, Sacramento -- as discussed under Criterion 9 below.

As to the fifth option -- nontraditional means of instructional delivery -- the district has given serious consideration to the use of instructional television (by broadcast or cable), satellite communication, and various computer technologies. Currently, Solano Community College belongs to the Northern California Telecommunications Consortium, which provides non-interactive telecourses; it has enjoyed little success according to district officials. The district proposes to equip the new center to receive telecasts from the main campus's Learning Resource Building, and it is standard practice in the district to use video materials in regular classroom instruction, as well as computerized program instruction in some settings.

Overall, however, the district believes that the costs and popularity of televised instruction militate against its widespread usage. In its survey of community attitudes, the district asked respondents "Which type of class format do you most prefer? *Please fill in only one response.*" The responses were as follows:

1. Classroom	76.1%
2. Independent Study (self paced)	10.8
3. TV and Home Study	4.0
4. Interactive TV -- campus to classroom with teaching assistant	4.4
No Response	4.7
Total	100.0%

These responses may not be definitive, of course, but there does seem to be a strong preference among students for interaction with instructors -- a desire best implemented in classrooms.

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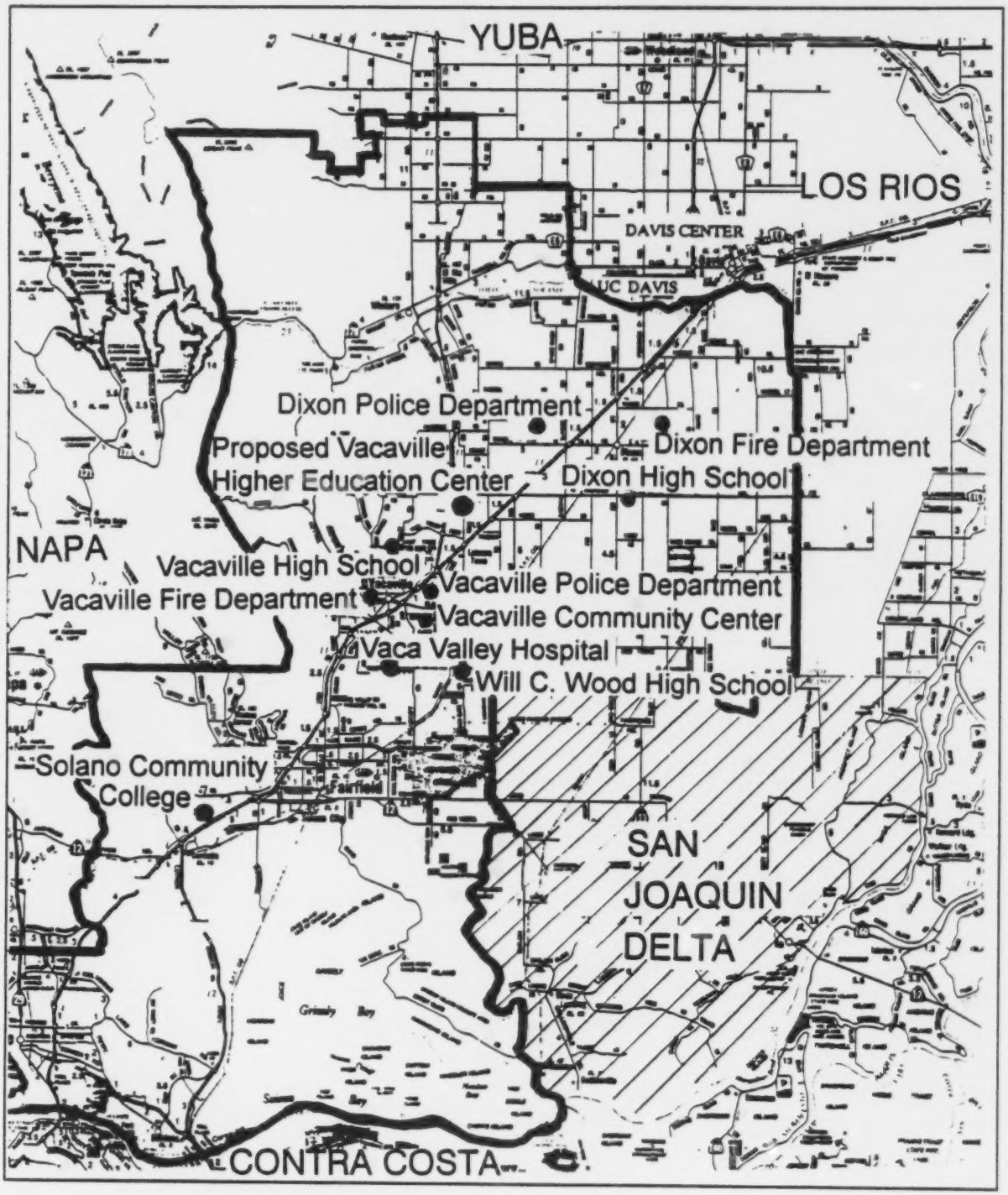
DISPLAY 12 Outreach Sites of the Solano County Community College District



Source: Solano County Community College District.

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Finally, concerning alternative sites, the district considered two serious alternatives to its final selection of the Messenger/North Village site just to the northeast of Vacaville. The first was the Brown's Valley site, which the City of Vacaville owns. Although that site was about the right size and had good access from freeways and surrounding surface streets, the district eliminated it because of its proximity to the Solano County Airport's flight patterns. Another site was rejected because of the high cost of providing off-site infrastructure, specifically sewer, water, and roadways. The district eliminated all other possibilities on cost grounds, since the offer of the free Messenger site prompted the district to consider donated property -- the sixth and last option identified by the Commission.

Criterion 3
Serving the disadvantaged

3.1 The new institution must facilitate access for disadvantaged and historically underrepresented groups.

Although official racial/ethnic data are incomplete for the immediate service area the new center is to serve, data for the area's high schools, plus ample anecdotal evidence, indicate that there is a large underserved Hispanic population in the Vacaville area. According to high school enrollment data, this population resides primarily in the areas to the north and northeast of Vacaville, in Winters and Dixon, respectively, from where attendance at Solano College in Suisun is already difficult, and will become more so in the future. As a result, the district argues that one of the primary purposes of locating a permanent center in Vacaville is to provide access to a population that qualifies as both ethnically diverse and historically underrepresented.

To serve the students from these areas that the district expects to enroll, a full array of student services is proposed. The following excerpt from the district's needs study explains the proposed services quite well (1993a, pp. 34-35):

> College counselors will be available to assist students with academic and career planning. Re-Entry and Disabled Students Counselors will be available on a limited basis. . . All financial aids programs currently offered by Solano College (Pell Grants, EOPS, SEOG, CARE, etc.) will be available to students attending the Vacaville Center. The buildings and grounds will be handicapped accessible. We are planning bilingual (English/Spanish) signage for the campus to better serve the large Hispanic population in the North County. Basic skills and English as a Second Language classes will be included in the curriculum for those students who may need assistance preparing for college-level courses. . . . All the educational and student services programs needed to meet the individual needs of students and respond to varied abilities and interests will be offered. These services include
>
> a. Admission to the College
>
> b. Testing in writing, reading, and mathematics
>
> c. Orientation to the College

d. Assessment of abilities and interests

e. Counseling and advising

f Registration for courses

g. Follow-up of student progress

h. Various support services.

Criterion 4
Academic planning and program justification

4.1 The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access; quality; intersegmental cooperation; and diversification of students, faculty, administration, and staff for the new institution, must be provided.

The district submitted its 1990 academic master plan -- the most recent permutation in an ongoing process of regular review -- with the needs study. As with most such plans, it begins with a statement of goals and mission, discusses the district's philosophy of education and district organization, reviews current programs and course offerings, projects those for ten years into the future, coordinates the academic offerings with support services, and then offers a specific plan of action. All assumptions underlying the program projection are clearly stated.

The district's intent is to provide almost as much programmatic variety at the Vacaville Center as is currently offered at the main campus in Suisun. The district arrived at this conclusion in part through community and district personnel surveys that provided insights into the kind of programming the residents of the area desired. The community survey in particular exhibited a strong interest in all business curricula (accounting, banking, management, marketing), computer and information science, early childhood education, nursing, and psychology. Slightly less interest was shown in criminal justice, liberal arts and sciences, and real estate. The survey further asked respondents to indicate preferences in the baccalaureate and master's degree areas, since the long-range plan is to involve California State University, Sacramento in the project. Those responses suggested business administration, arts and sciences (especially biological sciences, communications, home economics, psychology, and liberal studies); engineering (especially computer and mechanical); health and human services (especially social work, criminal justice, and nursing), and education (especially the multiple subject teaching credential, the computers in the classroom certificate, and administrative services). From these preferences, and the survey of students, faculty, and staff at the Suisun campus, the district felt that the following subject matter areas should be included in the initial array at the Vacaville Higher Education Center:

1. Business, including accounting, management, and real estate;
2. Computing, including computer information systems and office automation systems;
3. Health occupations, including nursing and related degree and certificate programs;
4. Criminal justice, including related psychology courses;

5. Early childhood education, including child care provider;
6. Environmental studies, including water, waste water, hazardous materials, and air quality management.
7. Biotechnology (laboratory technology and quality assurance).

These choices informed the process of determining the actual curriculum for the new center, which is shown in Display 13. For the sake of reference to the seven programmatic areas shown above that do not appear to be included in the plan, it should be noted that criminal justice is included within public affairs, early childhood education within social sciences, environmental studies within biological sciences and engineering, and biotechnology within various vocational programs not listed in the academic plan.

No vocational programs are currently proposed for the Vacaville Higher Education Center, except such programs as computer science, criminal justice, and nursing that can be accommodated without the construction of heavy laboratories.

Solano's plans to implement the goals of access and diversity are contained within a broad statement of commitment to such goals.

DISPLAY 13 Academic Plan Proposed for the Vacaville Higher Education Center

Year	1996-97	2005-06	2010-11
Headcount Enrollment	2,478	4,185	6,000
Instructional Discipline and Number of Class Sections			
Biological Sciences	6	10	14
Business and Management	30	49	71
Computer and Information Sciences	22	36	52
Education	14	23	33
Engineering	7	12	16
Fine and Applied Arts	12	20	28
Foreign Languages	3	5	7
Health Occupations	9	15	21
Consumer Education and Home Economics	16	26	38
Humanities	32	53	75
Mathematics	20	33	47
Physical Science	8	13	19
Psychology	4	7	9
Public Affairs	17	28	40
Social Sciences	13	21	31
Interdisciplinary	12	20	28
Total Sections	225	371	529

Source: Solano County Community College District, 1993a, p. 49.

Criterion 5 Consideration of needed funding

5.1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided.

The district considered three other options for building the center.

- The first was a lease-back agreement with the developer for construction of the physical facilities, but the district's financial advisor recommended strongly that the district not pursue this course, first because it would be difficult to guarantee the quality and suitability of construction, and second because the lease costs would be prohibitive.

- The second option was to issue certificates of participation, but that was also rejected on economic grounds. Given an estimated need of $24.6 million to construct the center's facilities, the district could be faced with an annual cost of $2.1 to $2.5 million, depending on the interest rate. An 8 percent rate would produce an annual cost of $2.3 million.
- The third option was private fund raising, but the district felt there was no hope of raising sufficient funds to construct the needed buildings and grounds. The district does hope to raise some funds from private sources, to be used for special purposes such as equipment purchases and student financial aid.

The only remaining sources were those selected, and they include the gift of just over 60 acres that the district estimates is worth $4.8 million, or about $80,000 per acre. With the donated site, the district estimates capital outlay costs at $24.6 million. These costs are to be incurred as indicated in Display 14 below.

DISPLAY 14 Estimated Capital Outlay Costs of the Vacaville Higher Education Center, 1994-95 to 1996-97

Item	Year of Appropriation 1994-95	1995-96	1996-97	Total
Off-Site Development				
Planning and Working Drawings	$185,344			$185,344
Construction		$2,089,549		2,089,549
On-Site Development				
Planning and Working Drawings	$272,322			272,322
Construction		$3,214,483		3,214,483
Phase I Facilities				
Planning and Working Drawings	$1,198,115			1,198,115
Construction		$15,919,302		15,919,302
Equipment			$1,732,404	1,732,404
TOTAL				$24,611,519

Source: Solano, 1993b, c, and d.

Operational costs are shown in Display 15 on the opposite page. In considering them, it is well to remember that community colleges require no special appropriations for the maintenance of educational centers, but rely solely on regular apportionments based on the number of full-time-equivalent students served.

Criterion 7
Geographic and physical accessibility

7.1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included.

7.2 There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections

DISPLAY 15 Estimated First-Year Operational Costs for Phase I of the Vacaville Higher Education Center, 1996-97

Item	Full-Time-Equivalent Positions	Amount
Administrator and Coordinator Salaries	2.00	$125,760
Instructional Salaries	34.55	1,100,100
Counselors and Librarians Salaries	3.00	126,000
Classified Salariess	21.00	369,948
Employee Benefits		500,710
Total Salaries and Benefits	60.55	$2,222,518
Supplies and Operations Expense		$487,869
Institutional Support		527,839
Other Fixed Costs		478,975
Total Non-Salary Costs		$1,494,683
Total Estimated Annual Expenditures		$3,717,201

Source: Solano County Community College District, 1993a, Appendix J.

of needed on-campus residential facilities, should be included if appropriate. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area must be demonstrated.

As Display 12 on page 26 showed, the location of the proposed center is in the northeast area of Vacaville. It is a 60-acre site that is part of a 700+ acre residential and commercial development known as North Village. The site is located near the junction of two major freeways -- immediately adjacent to Interstate 505, which runs north/south, and about a mile north of Interstate 80 that runs northeast/southwest. There are also a number of surface streets that run close to the development and to the center site.

The primary service areas for the center include the cities and towns of Dixon, Vacaville, and Winters. For residents of these areas, driving time to Solano College at present can take up to 41 minutes, including an estimated five minutes to locate parking. The distances and driving times to Solano College from various locations in the Vacaville area are shown in Display 11 on page 24, and as noted earlier, it is anticipated that all of these driving times will increase in the coming years, many to beyond the 30-minute standard established by the Chancellor's Office, and some even beyond the 45-minute limit noted in this criterion.

Economically, the area around Vacaville has a number of large employers, particularly in the government sector, who may be expected to remain in the area and use the proposed center extensively. These include Travis Air Force Base -- which is not expected to be on any base-closure list -- with almost 15,000 employees and the California Department of Corrections with 2,500 employees at the California Medical Facility and the California State Prison in Vacaville. Other major employers (with their number of employees indicated in parenthesis) include Kaiser Medical Center (1,920), Marine World Africa USA (1,300), Vacaville Unified School District (1,000), Lucky Stores Distribution Center (700), North Bay Medical Cen-

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ter (690), Anheuser Busch (617), American Home Foods (509), and the Nut Tree (474). Numerous others with between 300 and 400 employees are distributed throughout the service area.

Another feature that probably assures continued growth is the relatively low cost of housing. The district provided the figures for 1991 shown in Display 16, and while the sales volume and average price have declined, Vacaville still represents an attractive community for home sales in comparison to most other regions within the Bay Area.

DISPLAY 16 Housing Volume and Median Sales Price in Solano County, 1991

City	Volume	Median Sales Price
Dixon	84	$159,450
Vacaville	765	151,000
Fairfield	606	141,000
Suisun	268	147,000
Vallejo	922	136,250
Benicia	357	184,950

Source: Solano County Community College District, 1993a, p. 39.

The racial/ethnic distribution of the county as a whole as of the 1990 census is shown in Display 17, along with the racial/ethnic distributions for Solano High School during 1991 and for Solano Community College as of Fall 1991. This display indicates substantial populations of non-white racial/ethnic groups, but it is clear that these groups are not evenly distributed throughout the district. Instead, they reside in various pockets or areas, as is shown more clearly by the ethnic distribution in several local high schools for 1991 (Display 18). Those figures help to explain why the district believes the center will tend to reverse the

DISPLAY 17 Racial/Ethnic Background of Solano County Residents, Solano High School Students, and Solano Community College Students, 1990 or 1991

Population	American Indian	Asian/Pacific Islander	Black	Hispanic	White	Other	Total
Solano County Residents (1990 Census)	0.7%	11.9%	12.9%	13.7%	60.8%	0.0%	100.0%
Solano High School Students (1991 CBEDS)	0.8%	17.6%	17.1%	13.4%	51.1%	0.0%	100.0%
Solano Community College Students (Fall1991)	0.9%	14.2%	12.8%	9.5%	61.3%	1.3%	100.0%

Source: Solano County Community College District, 1993a, p. 40.

DISPLAY 18 Racial/Ethnic Background of Students in Local High Schools, 1991

High School	American Indian	Asian	Pacific Islander	Filipino	Hispanic	Black	White	Total
Dixon	0.0%	1.0%	0.0%	0.0%	36.8%	1.2%	60.9%	99.9%
Maine Prairie	0.0%	0.0%	0.0%	0.0%	44.6%	1.8%	53.6%	100.0%
Country	3.6%	0.6%	1.8%	1.8%	22.0%	7.7%	62.5%	100.0%
Will C. Wood	0.9%	3.2%	1.4%	0.9%	11.1%	8.6%	73.6%	100.0%
Vacaville	2.2%	2.2%	0.3%	1.1%	13.5%	4.9%	75.8%	100.0%
Vanden	0.9%	5.1%	0.6%	7.4%	8.0%	19.7%	58.2%	99.9%
Winters	0.8%	1.1%	0.5%	0.3%	42.9%	0.5%	53.9%	100.0%

Source: Solano County Community College District, 1993a, p. 41.

substantial underrepresentation of Hispanic students, who tend to reside in far greater numbers in the Vacaville area than in the Fairfield/Suisun area. The Commission has observed for many years that proximity is often destiny when predicting higher education attendance, and it is therefore easy to predict that if the Vacaville Higher Education Center becomes a reality, Hispanic participation rates will increase.

Concerning transportation, the district is currently working with the City of Vacaville Traffic Coordinator to assure public transportation access to the site, and to the entire North Village development. A letter from the City of Vacaville Transit Coordinator was included with the needs study. In addition, the developer is planning for bike paths to the north and east of the site, which should complement the comprehensive bikeway system that is already incorporated into the Vacaville General Plan.

Criterion 8
Environmental and social impact

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.

The district has submitted an Environmental Impact Report (EIR) that was developed as part of the Vacaville General Plan. This EIR includes the North Village development, and contains a comprehensive traffic analysis.

Criterion 9
Effects on other institutions

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.

9.3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new college or in adjacent districts to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

Appendix B shows that the Solano district has received letters of support for the Vacaville Center from the Cities of Dixon, Vacaville, and Winters; the Chambers of Commerce of Dixon and Vacaville; Dixon Family Services; the Solano County Board of Supervisors; the Vacaville Rotary Club; the Vacaville Unified School District; the Vacaville branch of the American Association of University Women; and the Contra Costa, Los Rios, Napa Valley, San Joaquin Delta, and Yuba Community College Districts. These five districts include all community college districts that share a boundary with the Solano district.

Display 19 on page 34 reproduces a letter from President Donald Gerth of California State University, Sacramento, reporting the approval by the State University's

DISPLAY 19 Letter to Virginia L. Holten from Donald R. Gerth, May 7, 1993

California State University
Sacramento

The President
Sacramento, CA 95819-6022
(916) 278-7737
FAX# (916) 278-6959

May 7, 1993

Dr. Virginia Holten
President
Solano Community College
Suisun, CA 94585

Dear Virginia:

At the end of last week I received approval from Chancellor Munitz to proceed and work with you and your colleagues on the development of the Vacaville Center.

Chancellor Munitz specifically noted the consideration of the Vacaville Center scheduled for the June meeting of the California Postsecondary Education Commission. He also noted that the commission staff made reference to the potential for California State University, Sacramento, to offer upper division and graduate programs at the Center.

The Chancellor's letter was encouraging and very supportive. We are ready to proceed. You will be hearing from Cecilia Gray very shortly.

I am delighted. All best wishes.

Sincerely,

Donald R. Gerth

DRG/ch

c. Dean Gray

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Chancellor Munitz of President Gerth's plans for the Sacramento campus to work with the Solano County district on the development of the Vacaville center.

Executive Vice President and Provost Larry Vanderhoef of the University of California, Davis, also submitted a letter (Display 20) -- but one that raised a concern about the possible adverse impact the Vacaville Center might have on another center proposed to be located on the Davis campus by the Los Rios Community College District, and Sacramento City College in particular. Under the assumption that the proposed center was a joint project by the Solano district and CSU, Sacramento -- an idea that has been temporarily deferred -- Dr. Vanderhoef stated that "any project that encourages cooperation is worth careful consideration. This surely seems to be a project that pursues that goal." Later, however, Dr. Vanderhoef noted that Davis has plans for its own center with Sacramento City College, and concluded that:

> Insofar as the Solano Community College/CSUS project damages the UC Davis/Sacramento City College project, we are very concerned. I have talked with President Bob Harris about this and he agrees that it is necessary for the two of you to have a thorough discussion about the matter before we can decide whether or not we have reason to be worried about the likely success of our Regional Education Center project. He will be contacting you to arrange this discussion (Solano County Community College District, 1993a, Appendix G).

Dr. Vanderfoef's concern was to some degree counterbalanced by the chief executive of the Los Rios district itself. In another letter appended to the needs study, the late Chancellor Marjorie K. Blaha stated:

> The regional education center which is being proposed by the Los Rios District at UC Davis focuses on the potential student population within the City of Davis and a specialized student contingent associated with UC Davis, both within the service area of the Los Rios District. Therefore, we do not feel that your project will have a negative impact on the Los Rios District's program at the Davis site. The efforts of both proposed centers will be directed toward different clientele while a significant portion of the Davis program will be oriented to the needs of students planning to attend or attending the University of California. (Solano County Community College District, 1993a, Appendix G)

On March 17, 1992, the Los Rios District submitted a preliminary proposal that was tantamount to the "Letter of Intent to Expand" called for in the Commission's guidelines. The Commission staff's response to that letter on April 8, 1992 -- reproduced in Appendix C below -- raised numerous questions about the advisability of proceeding with the project. It concluded by recommending that the project not proceed until further work is done, particularly regarding a greater financial contribution from the University of California to the joint project. To date, a new Letter of Intent has not been submitted. Further, Chancellor Blaha

DISPLAY 20 Letter to Virginia L. Holten from Larry N. Vanderhoef, January 8, 1993

UNIVERSITY OF CALIFORNIA, DAVIS

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PRESIDENT
SOLANO COMMUNITY
COLLEGE

OFFICE OF THE CHANCELLOR
DAVIS, CALIFORNIA 95616-8558

J. W. PELTASON
President of the University

THEODORE L. HULLAR
Chancellor at Davis

LARRY N. VANDERHOEF
Executive Vice Chancellor and Provost

8 January 1993

Dr. Virginia H. Holten
Superintendent/President
Solano Community College
4000 Suisun Valley Road
Suisun, California 94585

Dear Dr. Holten:

I am responding to your 30 November 1992 letter to Chancellor Hullar regarding the proposed "higher education center" in the Vacaville area. We believe that any project that encourages cooperation and collaboration between the three segments of California higher education is worth careful consideration. This surely seems to be a project that pursues that goal.

We really have only one major concern, and that has to do with the collaborative project that has been under consideration by Sacramento City College and UC Davis. This idea has been on the table for several years now, and, while slowed by the budget difficulties, has recently been revived by discussions which make it clear that our project, in addition to its academic quality, is also likely to be a helpful component in our plans to cope with the budget turndown.

Insofar as the Solano Community College/CSUS project damages the UC Davis/Sacramento City College project, we are very concerned. I have talked with President Bob Harris about this and he agrees that it is necessary for the two of you to have a thorough discussion about the matter before we can decide whether or not we have reason to be worried about the likely success of our Regional Education Center project. He will be contacting you to arrange this discussion.

Sincerely,

Larry N. Vanderhoef
Executive Vice Chancellor
and Provost

/cac

cc: Chancellor Hullar

One hundred twenty-five years of service

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conveyed personally to Commission staff her agreement that the project needed further refinement, which may partially explain both the content and the tone of her letter to Superintendent/President Holton a few weeks later.

The Commission has long maintained that no institution or system has the right to veto the plans of another. Further, none of the University's reservations about the Solano Higher Education Center deal with the specific criteria in the Commission's guidelines. For example, there is no attempt to argue that the Solano district did not engage in consultation, nor is the strong local and regional interest challenged. Further, while the possibility of program duplication may be inferred from the UC Davis letter, it would only be a possible duplication with a project that does not currently exist, and to which the Los Rios District has no known objection. None of the other institutions in the area has any concern about duplication of programs or with the possibility that the Solano proposal will damage their economy of operation.

Criterion 10
Economic efficiency

10.1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10.2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

The Solano district is to be commended for its work with the Messenger Investment Company, the Mission Land Company, and the City of Vacaville to secure a valuable piece of property at no cost to the district or the State. Such an action parallels those of several other districts in recent years (Allan Hancock, Antelope Valley, Kern, Merced, State Center), and recognizes the unprecedented fiscal constraints under which the State of California is currently operating.

The district should also be commended for working closely with California State University, Sacramento, which, beyond its plans to offers courses at the Solano district's site, may initiate a proposal in the next year or two to share operation of the site with the district.

Conclusion

For all of these reasons, the Commission concludes that the proposal for the Vacaville Higher Education Center meets its ten criteria for approval, and thus it makes the recommendations listed on page 3 in Part One above.

Board of Governors
California Community Colleges
March 11-12, 1993

PROPOSED NEW EDUCATION CENTER FOR THE SOLANO COUNTY COMMUNITY COLLEGE DISTRICT 12

First Reading, Action Pending, May Board Meeting

Background

In November 1992, the Board of Governors approved a new center for the Allan Hancock Joint Community College District and a new college for the Los Rios Community College District. At that time staff indicated that other similar proposals would follow based on the *Long-Range Capital Outlay Growth Plan* adopted by the Board in January 1991. The growth plan was developed as a means of refining and controlling the increased demand for future colleges and centers through the year 2005.

Standards and responsibilities for establishing new colleges and educational centers (Title 5, Division 6, Chapter 11, beginning with Section 55825, and *Education Code* Section 81810) predate the Board of Governors' long-range plan. These regulations provide that to establish new colleges or educational centers, a community college district shall prepare and submit a proposal to the Chancellor's Office containing at least three elements: (1) assessment of needs and preferences, (2) identification of objectives, and (3) analysis of alternative delivery systems.

During 1988-89, the Solano County Community College District realized that the rapidly increasing population and other demographic changes of the region were resulting in excessive travel times that have made access to the college difficult for residents of the northeastern region of the district, which includes a large, underserved, ethnic minority population. Staff began work on development of a needs assessment and planning for a permanent off-campus educational center in the Vacaville area (Vacaville Higher Education Center). A "Letter of Intent to Expand" was submitted to the Chancellor's Office and then forwarded to the California Postsecondary Education Commission (CPEC), as per established guidelines. The letter of intent was approved by CPEC in June of 1992.

Upon review of the needs assessment, the Solano County Community College District Governing Board passed a formal resolution approving the establishment of an educational center to meet the needs of the underserved residents in the northeastern

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portion of the district. This new center would be scheduled to open in 1996. In January of 1993, the district formally forwarded its official proposal to the Chancellor's Office and requested that the Board of Governors take action to verify the need for the establishment of the center, and, upon approval, to refer the study to CPEC, as specified by statute.

Analysis

Solano County is one of the fastest growing counties in California. Travel time to the district's main campus is rapidly increasing. With the existing campus located in the southwestern part of the county, persons living in northeastern communities have been adversely impacted by the increasing access limitations. These communities are comprised of large Hispanic populations, the most underenrolled ethnic minority in the region. Student participation rates in community college programs are highly negatively correlated with the time and distance students must travel in order to attend classes and receive related support services. Ready access to the proposed site should significantly increase the enrollment of Hispanic and other potential students living in the northeastern part of the district.

Strong local support exists for the proposed educational center. Local government officials have cited the needs of their constituents for postsecondary education near their homes and/or workplaces. Members of the business community are eager to be actively involved in the center's programs. Finally, there is support from secondary and postsecondary institutions in the area.

A 60-acre parcel of land has been donated to the district for construction of the proposed facility within a developing planned community. To act at this time would enable the college district to take full advantage of opportunities for joint planning and financing of facilities.

This proposal is in accordance with the Board's commitment to provide access to community college education. Alternative means of providing the necessary services are not viable.

This item is being presented to the Board for initial review and comment. A recommendation for action is anticipated at the May Board meeting.

Staff Presentation: *Joseph Newmyer, Vice Chancellor*
Fiscal Policy

Clarence Mangham, Dean
Facilities Planning and Utilization

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Proposed New Education Center for the Solano County Community College District

Background

At its January 1991 meeting, the Board of Governors approved a *Long-Range Capital Outlay Growth Plan*. Among the facility needs identified in the plan was an educational center to serve communities in the northeastern portion of the Solano Community College District.

Solano County is considered to be one of the fastest growing counties in California, with a projected population growth of more than 30 percent expected from 1991 to the year 2000, continuing to an anticipated 46.5 percent growth by the year 2005, for a total of 517,000 county residents. Solano Community College is continuing to expand to meet the growing needs of Benicia, Dixon, Fairfield, Suisun, Vacaville, Vallejo, and Winters, as well as a nearby military installation, Travis Air Force Base. The projected population growth in Solano County will translate into greater educational services demands on the main campus, maximizing its enrollment capacity before the year 2000.

The rapid growth in the county has already created a strain on transportation systems in the area. Access to the campus, in the southwestern part of the county, is primarily from Interstate 80 at the Green Valley off-ramp. Neither the freeway nor the off-ramp have the capacity to handle the peak traffic currently generated by the campus, let alone the future projected enrollment (*I-80 Corridor Report*, Metropolitan Transportation Commission, p. 27, 1987).

Travel time to the campus is rapidly increasing, due to the population growth of the district. With the existing campus located in the southwestern part of the county, persons living in northeastern communities have been most greatly impacted by the increasing access limitations. These communities are home to large Hispanic populations, the most underenrolled ethnic minority in the region. Student participation rates in community college programs are highly negatively correlated with the time and distance students must travel in order to attend classes and receive related support services. Ready access to the proposed site should significantly increase the enrollment of the Hispanic population.

A planned community is being developed adjacent to the City of Vacaville. The Solano County Community College District, the City of Vacaville, the Messenger Investment Company, and the Mission Land Company have arranged for a 60-acre parcel to be donated to the district for development of an educational center. Approval of the proposed center at this time would enable the college district to take

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full advantage of opportunities for joint planning and financing of facilities, as well as to compete for capital outlay monies for facilities.

There is strong support for this center in the local communities. There is also strong support from most neighboring secondary and postsecondary institutions.

Analysis

Regional and Community Characteristics

Solano County lies between the Sacramento and San Francisco metropolitan areas. Its southern and eastern borders are marked by the waters of San Pablo Bay, the Carquinez Strait, and the lands and waters of the Sacramento River Delta. To the north and west, the county borders on the famed California wine country. The service area for the proposed Vacaville Higher Education Center includes the cities of Vacaville, Dixon, and Winters (in Yolo County), which was annexed by the Solano County Community College District in 1982 (refer to Appendix A).

Solano County is considered to be one of the fastest growing counties in California, with an anticipated 46.5 percent growth by the year 2005. This rapid growth in area population is clearly reflected in increased traffic congestion. Because Solano Community College is a commuter institution, commute time between the service area and the campus in Fairfield/Suisun represents a major obstacle to college attendance. The present average one-way commute time for students coming from the proposed service area to the main campus is approximately 25 minutes; commute times are as high as 36 minutes during peak hours. Caltrans estimates that the traffic volume for the Interstate 80 (the district's main commute artery) will continue to increase during the next several years to the extent that not only will the commute time double, but some expansion of the roadway will be necessary to mitigate some of the traffic congestion (*1992 Caltrans Route Segment Report*). The following table illustrates the commute times and distances from the service area to the main campus.

To Solano Community College from	Distance (Miles)	Time (Minutes)
Pleasant Valley	13.8	22
Downtown Vacaville	14.0	23
Elmira	21.9	32
Winters	30.2	36
Dixon	30.0	30

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The exact location of the proposed center is within a more than 700-acre area known as North Village, adjacent to the City of Vacaville (which is currently in the process of annexing North Village) and midway between the communities of Dixon and Winters. This area is just north of Interstate 80, east of Interstate 505, south of Midway Road and north of Kilkenny Canal (refer to Appendix B). The entire parcel will be developed as a planned unit development with an appropriate policy plan. The specific 60-acre parcel to be donated to the district for development of an educational center is located near the northerly tip of North Village. The City of Vacaville and the developers are proposing mixed housing and some commercial properties for the remaining acreage. The 60-acre parcel (refer to Appendix C) will permit development of a suitable educational center but will not permit development of a full-scale college—a point fully understood and accepted by the district.

The area is flat and has been used for grazing sheep and cattle for a number of years. The site is located outside the flood plain area. It is also situated outside the footprint area of the Nut Tree Airport and the glider plane airstrip. A complete environmental impact report—*Vacaville General Plan: EIR Volume 3, 1990*—has been submitted to the Chancellor's Office, California Postsecondary Education Commission (CPEC), and other involved agencies. No environmental impact issues were identified that would prevent the full development and construction of the proposed center. However, the Solano County Community College District and the City of Vacaville are prepared to update the report, if necessary.

The economic base of northern Solano County is a mixture of agriculture, food processing, large industrial parks, and merchandising. There is also major employment from several governmental agencies, including the United States Air Force, the California Department of Corrections, local school districts, and city governments.

Ethnic distribution data for both Solano County (from the 1990 census) and Solano Community College (Fall 1991 enrollment), as well as from high schools in the proposed service area (1991 *California Basic Education Data System*), is presented in the table below.

	American Indian	Asian/ Pacific Islander	Black	Hispanic	White	Other
Solano Co.	0.70	11.90	12.90	13.70	60.8	0
SCC	0.90	14.10	12.80	9.50	61.3	0.40
Vacaville High School	2.20	3.40	4.90	13.50	75.8	0.20
Dixon High School	0	11.10	1.20	36.80	60.9	0
Winters High School	0.85	1.71	0.49	42.74	54.0	0.12

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Enrollment Projections

The target opening date for the Vacaville Higher Education Center is Fall 1996. A three-year transition would see facility construction completed and full program implementation by Fall 1998. Enrollment projections reflecting historical and current enrollment and participation rates, as well as population growth patterns in the area, have been made for the proposed service area. These projections were approved by the Demographic Research Unit of the State Department of Finance (refer to Appendix D). The projected enrollments are presented in the table below.

Vacaville Education Center

Projected Enrollments
1996-2001

Year	Enrollment	WSCH
1996	2,546	17,274
1997	2,809	20,076
1998	3,210	23,228
1999	3,609	26,408
2000	3,704	27,087
2001	3,793	27,731

As shown in the above figures, the initial enrollment for the Vacaville center is projected at 2,546 students for 1996-1997, clearly exceeding the state criteria for the establishment of an educational center. The ultimate enrollment for the center, which may be achieved by the year 2010, has been projected by the Solano CCD to be 6,000 students.

It is important to note that the projected participation rates reflect current trends of participation; the rates for Dixon and Winters are well below that of Vacaville and the rest of the county. This is consistent with the contention that these areas are educationally underserved because of their distance from classroom sites, and supports the assumption that the new center will improve educational access and therefore, significantly increase the enrollment for residents in these areas.

Hispanics are the most underrepresented minority at Solano Community College. There is a large Hispanic population in the proposed service area. The improved proximity and availability of community college programs and services that the proposed center would provide represents the best chance for increasing participation for this population.

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Effects on Nearby Secondary and Postsecondary Institutions

All of the contiguous community college districts (Napa, Yuba, and Los Rios) have indicated support for this project. No unfavorable impacts on enrollment are anticipated, except that the University of California, Davis (UCD), has expressed concern about the impact of the center upon a proposed future collaborative undertaking by the university and Sacramento City College to serve potential UC students and others living within the City of Davis. Discussions are underway to clarify relationships among the institutions involved. Meanwhile, Los Rios CCD does not believe the center will have a negative impact on their program at the Davis site. Conversely, Solano CCD does not foresee any adverse impact on its Vacaville enrollments from a UCD-Sacramento City initiative and would not be opposed to it. (Refer to Appendix E1-E6 for letters of support from postsecondary educational institutions. Although a letter of support form California State University, Sacramento, has not yet been received, because such statements of support must be cleared through the CSU's systemwide offices, staff is assured that support for the proposal from both CSU, Sacramento, and the CSU systemwide offices is imminent.)

Community Support

Strong local interest and support has been demonstrated for the establishment of the Vacaville center. No opposition has been recorded. Backing has been voiced by local mayors who have cited the needs of their constituents for postsecondary education near their homes and/or workplaces. The improved access for the large Hispanic population in the service area has been lauded by several community-based organizations, such as the Dixon Family Services and the Dixon Migrant Child Development Center. Members of the business community are eager to be actively involved in the college programs, as clearly evidenced by the donation of the 60-acre parcel of land for the proposed facility (refer to Appendix F1-F11 for letters of support from business and community leaders).

Programs and Services

In planning the program for the proposed educational center, the district took into account local labor market projections, a community interest survey, a survey of faculty and staff, and the need to articulate with the long-term plans of California State University, Sacramento. (These materials are not appended to this report, but they are available as part of the district's application.) The above information gleaned from these surveys, projections, and articulation agreements was combined in establishing the following outline of instructional program areas.

- Business—including accounting, management, and real estate
- Computing—including computer information systems and office automation systems

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- Health occupations—including nursing and related degree and certificate programs
- Criminal justice—including related psychology courses
- Early childhood education
- Environmental science—including water, wastewater, hazardous materials, and air quality management
- Biotechnology—lab technology and quality assurance

The Vacaville center will offer a core of general education courses to complement the specific instructional programs and support services that will be provided in concert with the needs of residents of the service area, and also of California State University, Sacramento. In many cases, students will be able to complete an associate in arts or associate of science degree or complete all of their transfer requirements by exclusive attendance at the new center.

Classes at the proposed center will be held during two semesters (fall and spring) and one summer session each year. Flexible scheduling, designed for students' convenience, will include day, evening, and Saturday classes and will incorporate the use of television, home study, and travel study. Short-term classes, open entry/open exit formats, and special interest workshops and seminars add to this scheduling flexibility.

Solano Community College has had a long history of serving disadvantaged students at its main campus in Suisun and at the south county site in Vallejo. By locating this center in the Vacaville area, Solano Community College will create ever greater access to postsecondary education for disadvantaged and underrepresented students in the northern part of Solano county. For example:

- College counselors will be available to assist students with academic and career planning.
- Reentry and disabled students' counselors will be available on a limited basis.
- Because transportation is a major consideration for many economically and physically disadvantaged students, making classes available in a location closer to their homes will increase access.
- All financial aid programs currently offered by Solano Community College (Pell Grants, EOPS, SEOG, CARE, etc.) will be available to students attending the Vacaville center.

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- The buildings and grounds will be handicapped accessible.
- Bilingual (English/Spanish) signage for the center will be employed to better serve the large Hispanic population in the service area.
- Basic skills and English as a second language classes will be included in the curriculum for those students who may need assistance in preparing for college-level courses.

Analysis of Alternative Delivery Systems with Cost/Benefit Analysis

Alternative 1: Increased Utilization or Expansion of the Existing Campus

Expansion of the existing campus, located in the southwest portion of Solano County, is not a viable cost/benefit alternative. This alternative must be rejected since it does not address the primary concern that travel time from the proposed service area is currently excessive.

An analysis of the *1992 Caltrans Route Segment Report* and the college's own field study indicate that commute time of 45 minutes to one hour will soon be common from that region. Already, neither the freeway nor the off-ramp to the campus have the capacity to handle the peak traffic currently generated, let alone the future projected enrollment. The projected enrollment is the final factor in rejecting this alternative: the long-term projected growth of the district shows an enrollment pattern that will threaten the maximum capacity of the campus by the year 2000.

Alternative 2: Expansion of Existing Off-campus Facilities

The college currently offers classes at Mare Island, Vallejo, Will C. Wood High School, and Travis Air Force Base. The college is close to maximizing these facilities at the present time. Classroom availability is a limitation for future growth. Specialized facilities, such as science laboratories and vocational facilities, are not available. Furthermore, as the high school facilities are available only after 4:00 p.m., daytime classes would not be possible.

Alternative 3: Obtaining Additional Locations for Off-campus Offerings

During 1989-90, the college completed a comprehensive survey to identify possible classrooms within the college district. The locations listed in Alternative 2 were the only facilities at which it would be possible to hold classes during the times required by college classes. No additional sites were found that could provide adequate space for a comprehensive program. Locations such as churches, hospitals, savings and loans, and major offices offer options of one or two rooms for classes. However, facilities such as these are not feasible for a comprehensive, long-term college instructional program: they are inefficient for staff, have no library services, and are

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difficult and expensive to supervise. None of these facilities could guarantee that the space will not be required for their own purposes. Most commercial facilities lack the parking space required since their "density" per employee is much less than the parking spaces required for the typical college environment.

Alternative 4: Leasing Space for a Center from Private Developers

This option has been explored in both the Fairfield and Vacaville areas. This is not a viable option because no developer among the many who were contacted is interested in committing to a long-term arrangement for space specifically designed for college use. The cost of leasing such facilities is prohibitive in a cost/benefit analysis. For example, the minimum base cost of office/lecture classroom type space was $1.10 per square foot in 1992. The proposed center totals approximately 37,500 square feet. Lease cost would be approximately $500,000 per year. The district would also be required to add the cost of modification for unique facility requirements.

Alternative 5: Non-traditional Modes of Instructional Delivery

The utilization of various media for instructional delivery is a serious consideration for the proposed Vacaville center. The principal modes of delivery are instructional television, cable television broadcasts, and satellite communication, as well as other technologies.

- Instructional television utilizes series aired nationally through the Public Broadcasting Service or a commercial network. This type of telecourse production is a tenuous event and cannot be counted on to be the sole means of instruction. The costs for local production of such programs are extremely high and difficult to justify under the state's current frugal fiscal conditions.

- Cable television presents two major limitations: primarily, not all households have cable systems. The second problem is that most cable systems (as does broadcast television) offer only one-way transmission, which limits the immediate interaction with the instructor.

- Satellite communication instruction does offer two-way video and voice capability, but the capacity to receive most satellite signals largely remains with institutions and not with individual households. The proposed center will have the capability to "downlink" satellite signals for on-premise seminars.

- Presently, the Solano Community College main campus offers televised instruction through the Northern California Telecommunications Consortium. These courses are not interactive and have enjoyed limited success. Video-recorded materials are also being used in support of regular classroom instruction programs on campus. Similarly, computers and programmed instruction are utilized in various instructional settings.

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All of the above mentioned nontraditional educational tools, however, have not proven to be a replacement for live classroom instruction and do not represent practical or financially viable alternatives to the establishment of an educational center. This final point is further supported in the findings of the community interest survey. The vast majority of respondents, 79.1 percent, chose the classroom format as their preferred method of delivery. Furthermore, the high cost related to any or all technological alternatives precludes their use as the sole means of instructional delivery.

The proposed center, however, will be equipped to receive electronic classroom telecasts from the main campus' learning resource building. Furthermore, all modes of nontraditional delivery of instruction will continue to be explored as advances in technology are realized.

Rationale for Approving the Proposed Center

The establishment of the proposed Vacaville center is considered to be the most feasible alternative to effectively and equitably provide full services and comprehensive educational programs to the citizens of the northeastern region of the Solano Community College District. The following reasons justify this conclusion.

- Students from the proposed service area are now subject to excessive commute times, with transportation corridors already at capacity. These times are expected to double in the near future as the region's population continues to swell.

- A large number of potential students in the area are currently unserved or underserved. This is especially true for members of the substantial minority population in the proposed service area. An important feature in site selection is accessibility for all persons within the service area. The proposed site is centrally located within the area and is accessible by major highways and roads. The site would be centrally located for service to areas that have substantial ethnic populations. The center would attract many Hispanic students who are not now involved with college education.

- Approval of the proposed center at this time would enable the district to take full advantage of a major cost-saving offer—namely, the donation of a 60-acre parcel of land by the North Village developers. The college district would be able to engage in joint planning and financing of facilities and to compete for capital outlay monies.

Proposed Sources of Funding for Needed Resources

Theoretically, there are numerous ways in which funds can be raised, and a majority of these have been pursued by the district. The only source of funds that is feasible for

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the scope of the facilities required is a combination of State and local funding, supported by foundations and developers.

It should be noted that the district received very valuable support for the project through the donation of the 60-acre site; the estimated value of the land is $4.8 million. The district will, to the extent feasible, incorporate the use of joint exercise of powers agreements, private/public partnerships, public/public partnerships, redevelopment agreements, community facility districts, and similar agreements to assist in financing facilities.

The district will look to the State of California to provide the major source of construction funds. Specialized fees will be levied, as allowed, for funding of specific projects, such as parking.

In addition, the district will continue to seek funding from outside sources, such as ancillary and auxiliary services, as well as foundations, private gifts, and grants. Staff believes, as does CPEC, that planning for new campuses cannot be delayed until funds become a reality. (Appendix G offers the view of CPEC as enunciated in its December 1992 agenda item approving both the Folsom Lake College and the Lompoc Valley Center.)

Cost estimates of capital outlay (from the five-year plan) are included in the district's application.

Summary and Conclusion

Staff analysis of the Solano County Community College District proposal to establish an educational center in the Vacaville area has revealed the proposal to be justifiable, desirable, and timely.

The rapid growth in the area's population is reflected in increasing traffic congestion. In addition to providing full access to courses to students presently denied educational opportunities due to excessive travel times, the presence of a comprehensive educational center allows for the provision of full student support services.

Among the large number of students and potential students from the proposed service area who are currently unserved or underserved is a large ethnic minority population. Establishment of this center would be consistent with the Board's stated objective to improve the access and retention of historically underrepresented students.

Acting at this time would enable the college district to take full advantage of opportunities for joint planning and financing of facilities.

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No other alternatives were found to be feasible for providing full educational access and opportunity to students and potential students residing in the northeastern portion of the district. All of the neighboring institutions of higher education are supportive, as is the local community.

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APPENDIX B Letters of Support for the Vacaville Higher Education Center

March 27, 1992

Solano Community College
Board of Trustees
c/o Chairman Dennis Honeychurch
4000 Suisun Valley Road
Suisun City, CA 94585

Dear Chairman and Members:

I have become aware of your interest in placing a satellite campus in the Vacaville area, and I am writing to support that effort. I believe a campus closer to Dixon would achieve several things for our citizens, including:

It would be closer for Dixon residents who are students.

It would help offset the lack of transportation between this community and the college's main campus.

It would make college more available and attractive to Dixon's sizable minority population.

It would likely make this area more attractive to commercial and industrial concerns that desire to be located near higher education facilities.

I sincerely hope that you are able to secure the commitments from the State in order to enable this project to come to fruition.

Sincerely,

RICHARD BRIANS
Mayor

RB/lac

City of Dixon
600 East A Street • Dixon, California 95620 • (916) 678-7000

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DISTRICT
Chamber of Commerce

201 SOUTH FIRST STREET, DIXON, CALIFORNIA 95620
Phone (916) 678-2650

April 24, 1992

Denis Honeychurch
Solano Community College Board of Trustees
4000 Suisun Valley Road
Suisun, California 94585

Dear Denis:

Please be informed that at their April 14, 1992 Dixon Chamber Board of Directors meeting, our Board members voted in favor of supporting your plans for a Solano Community College Off Campus Center to be located in Vacaville.

Our Board feels that such a campus will serve our Dixon residents and businesses well. A well trained and better educated work force has always been a topranking goal for our community.

We hope your efforts at the state level succeed.

Sincerely,

SAM CRAWFORD
General Manager

SC:tn

cc: Correspondence file
Barbara Jones

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DIXON FAMILY SERVICES

POST OFFICE BOX 716 • DIXON, CALIFORNIA 95620

September 1, 1992

Dr. Jose Ortiz
Associate Dean, Academic Affairs
Solano Community College
4000 Suisun Valley Road
Suisun, Ca. 94585

Dear Dr. Ortiz:

Thank you for visiting Dixon Family Services and inquiring about the educational needs in the community. As you know, the residents of Dixon have a few classes offered in this area but generally must travel to Suisun to attend Solano Community College. This can be logistically prohibitive for people due to difficulties in finding transportation, the extra travel time needed to take a class, child care issues, additonal expenses and work schedules. Poor proximity can also result in less publicity and exposure to opportunities offered to the public.

The proposal to build a higher education center in Northeast Vacaville will greatly increase accessibility to the college and will provide an opportunity for many more people to pursue education at this level. I believe that this increased accessibility will particularly benefit the Latino population of the Dixon area and that it will encourage more young people to expand their educational and career goals.

If I can be of further assistance to you in the implementation of this project, please contact me at 916-678-0442.

Sincerely,

Donna Gray
Executive Director

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BOARD OF SUPERVISORS
OSBY DAVIS (Dist. #1)
LEE SIMMONS (Dist. #2)
Chairwoman
SAM CADDLE (Dist. #3)
WILLIAM J. CARROLL (Dist. #4)
JAN STEWART (Dist. #5)
Vice Chairman
580 Texas Street
Fairfield, California 94533

MICHAEL D. JOHNS
County Administrator
(707) 421-6100

Clerk Of The Board:
LINDA L. TERRA
(707) 421-6120

November 10, 1992

Denis Honeychurch, President
Board of Trustee
Solano Community College
4000 Suisun Valley Road
Suisun, California 94585

Dear Mr. Honeychurch:

The Solano County Board of Supervisors wishes to go on record in support of the proposed Off-Campus Center of Solano Community College at Vacaville.

By assuring that adequate facilities are available to meet the needs of our growing population, we will provide opportunities for all of our residents to access a higher educational system that is cherished by all.

Thank you for your consideration.

Sincerely,

Lee Simmons, Chairwoman
Solano County Board of Supervisors

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COUNCIL MEMBERS
DAVID A. FLEMING, Mayor
ERNEST KIMME, Vice Mayor
PAULINE CLANCY
MICHAEL CONNER
[illegible] KAHN

CITY OF VACAVILLE

650 MERCHANT STREET, VACAVILLE, CALIFORNIA 95688
ESTABLISHED 1850

April 22, 1992

OFFICE OF
The Mayor

Dennis Honeychurch
Chairman, Governing Board
Solano Community College
4000 Suisun Valley Road
Suisun, CA 94585

Dear Mr. Honeychurch:

The City of Vacaville, represented by a unanimous City Council, wishes to go on record as very strongly supporting the Solano Community College proposal to site a satellite campus in Vacaville.

The advantages to the people of Northern Solano County and to the college are many. One of the most important considerations is, of course, the impact of travel on, not only the students and faculty, but the entire regional transportation system, especially Interstate 80. Within a very few years, the average speed will be lower, air pollution increase, and travel time increase. Transportation management plans will be in effect and the new satellite campus cannot but have a positive effect. The proposed site is immediately adjacent to a business park which is becoming a center for high tech medical and genetic engineering companies and cannot help but interact positively with this complex. Two of the more famous companies located adjacent to the south are Alza Corporation (transdermal drug applications, both research and manufacturing) and Biosource Engineering (a genetic engineering company with the highest credentials). I know that the college will be able to work with these companies and others in the immediate area to enhance learning opportunities for its students.

We have found working with both Chairwoman Barbara Jones and President Virginia Holten to be a rewarding and inspiring experience. The City Council, the City Manager, and the entire City staff congratulate you on your foresight and the diligent work you have done thus far to make the satellite campus a reality, and we stand ready to help you in any way that we can to complete the project.

Sincerely,

David A. Fleming
Mayor

DF:cy\solano.let

/ARTMENTS: Area Code (707)

Building 449-5152	City Attorney 449-5105	City Manager 449-5100	Finance 449-5117	Fire 449-1838	Personnel 449-5101	Planning 449-5140	Police 449-5200	Public Works 449-5166	Community Services 449-1194

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COUNCIL MEMBERS
DAVID A. FLEMING, Mayor
ERNEST KIMME, Vice Mayor
PAULINE CLANCY
MICHAEL CONNER
JEFFREY KAHN

CITY OF VACAVILLE

650 MERCHANT STREET, VACAVILLE, CALIFORNIA 95688
ESTABLISHED 1850

June 25, 1992

Solano College Board of Trustees
4000 Suisun Valley Road
Suisun, CA 94585

Attention: President Dennis Honeychurch

Dear Mr. Honeychurch:

The City of Vacaville is pleased that Solano Community College is planning to locate an Off Campus Center in our community. At the present time, we have existing bus routes serving most of the community.

Vacaville is in the process of updating its five year Short Range Transit Plan which will allow expansion into areas which are currently unserved and newly developing areas. The Solano College Campus area will be included in this plan to allow for future routes to serve the area.

Vacaville is committed to mass transit systems for its citizens. We believe that a convenient, well planned system will be utilized by our population. We look forward to working with the College in the development of routes and scheduling of buses which will permit students to utilize this form of transportation to attend classes.

Sincerely,

GEORGIA COCHRAN
Transit Coordinator

cc: Councilman, Mike Conner
Dale Pfeiffer

bc\wp\solano.ltr

DEPARTMENTS: Area Code (707)

Building 449-5152	City Attorney 449-5105	City Manager 449-5100	Finance 449-5117	Fire 449-1838	Personnel 449-5101	Planning 449-5140	Police 449-5200	Public Works 449-5166	Community Services 449-5395

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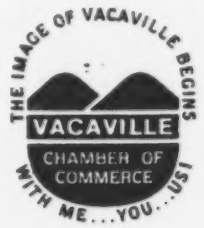

April 17, 1992

Solano Community College
Board of Trustees
4000 Suisun Valley Road
Suisun, California 94585

Attention: Denis Honeychurch

Dear Mr. Honeychurch:

As the new Executive Director of the Vacaville Chamber of Commerce, I am delighted and excited that plans are developing for Solano Community College's off campus center.

An off campus center will be very beneficial to the industrial and business community. A well trained workforce which can be provided by S.C.C. is extremely important to existing, as well as future employers.

Dr. Virginia Holten told me about your plans at the Solano County Business and Education Alliance Kickoff on March 10 in Fairfield.

Our Board of Directors has asked me to write to you expressing our support for the project. If there is anything we at the Chamber can do to help facilitate the process, please call me at (448-6424) or talk to our Education Committee Chairwoman Grace Powell at (448-9593).

Respectfully yours,

Mitch Mitchell

L.C. (Mitch) MITCHELL, JR.
Executive Director
Vacaville Chamber of Commerce

MM:nam

Vacaville Chamber of Commerce
400 East Monte Vista Ave • Vacaville, California 95688 • Telephone (707) 448-6424

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Rotary Club of Vacaville

"He Profits Most Who Serves Best"

MEETS EVERY THURSDAY NOON

VACAVILLE, CALIFORNIA

May 6, 1992

Solano Community College Board of Trustees
4000 Suisun Valley Road
Suisun, CA 94585

Attention: Dennis Honeychurch

Dear Mr. Honeychurch:

The Vacaville Rotary Club fully supports the idea of placing an off campus center in Vacaville. Because Rotary is made up of men and women in business we recognize the increasing need of education. It is our belief that the addition of a Vacaville site will help meet the educational needs of the residents of Vacaville, Dixon, Winters and the surrounding area.

Yours,

Andrew T. Suihkonen CPA CDP
President, Vacaville Rotary Club

ATS/ds

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Vacaville Unified School District
731 School Street • Vacaville, California 95688-3987

(707) 449-6100

Board of Education
Linda Johnson
President
Sarah E. Chapman
Vice President
Denese Allen
Clerk
David Archer
Dale Borden
Kathleen M. Collier
Nicholas D. Esplin, D.D.S.
Richard E. Jackson
Superintendent/Secretary
Board Secretary

April 21, 1992

Solano Community College
Governing Board
P.O. Box 246
Suisun, California 94585

Attention: Mr. Denis Honeychurch, President

Dear Mr. Honeychurch:

The Board of Education of the Vacaville Unified School District has been watching, with great interest, the development of the project that would locate a Solano Community College Off Campus Center in Vacaville. The information available to date, suggests to us that this project will provide enormous opportunity for the citizens of the Vacaville area, and specifically, students now enrolled in the Vacaville Unified School District.

The Vacaville Unified School District has grown from approximately 10,000 students in 1987-88 to more than 13,000 students in 1991-92. Of the approximately 600 graduates, about 12% attend Solano Community College each year. As our student population increases in both numbers and diversity, increased opportunity to continue education after high school are critical.

This project will help to meet that requirement and; therefore, has the full support of the Board of Education of the Vacaville Unified School District. Board action expressing this support was approved on April 20, 1992.

Sincerely yours,

Linda Johnson

Linda Johnson, President
Board of Education

LJ:lm

THIS DISTRICT IS AN EQUAL OPPORTUNITY EMPLOYER WITH AN EXEMPLARY AFFIRMATIVE ACTION PROGRAM AND ACTIVELY SEEKS QUALIFIED CANDIDATES WITHOUT REGARD TO SEX, RACE, ORIGIN, OR HANDICAP

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American Association of University Women

April 23, 1992

On behalf of the Vacaville Branch of the American Association of University Women I wish to express the support of our organization in your efforts to establish a Solano Community College Off Campus Center in Vacaville.

As an association of women who value education we feel the availability of such a resource would certainly be of great benefit to residents of northern Solano County aspiring to further their education.

Linda Moore
President
Vacaville Branch AAUW

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GATEWAY TO LAKE BERRYESSA

City of Winters

FOUNDED IN 1875
318 First Street
Ph. 795-4910

Winters, California 95694

MAYOR: Robert Chapman
MAYOR PRO TEM: Frank Curry
COUNCIL: Tom Martin
Roger Moeser
Bill Planner
TREASURER: Margaret Dozier
CITY CLERK: Nanci Mills
CITY MANAGER: Merrell Watt

October 12, 1992

Mr. Denis Honeychuck, President
Solano Community College Governing Board
4000 Suisun Valley Road
Suisun, CA

Dear Mr. Honeychuck,

The community of Winters supports the future development of an off-campus educational center in the Vacaville-Winters area. A facility at the proposed location near Interstate 505 and Midway will serve the students and residents from the Winters area. It is a much needed educational facility and we applaud your efforts at early construction.

Sincerely,

Merrell Watts
City Manager

MW/ab

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CONTRA COSTA COMMUNITY COLLEGE DISTRICT

Governing Board
William M. Corey, President
Lee R. Winters, Vice President
Maria T. Viramontes, Secretary
William P. Moses
Eugene H. Ross

Chancellor
Robert D. Jensen

Contra Costa College
Diablo Valley College
Los Medanos College

December 15, 1992

Virginia L. Holten, Ph.D.
Superintendent/President
Solano Community College
4000 Suisun Valley Road
Suisun, California 94585

Dear Dr. Holten:

I have reviewed Solano Community College District's plan to establish a new educational center in Vacaville and fully support it as the necessary and appropriate response to address growth pressures in the Fairfield/Vacaville area. Similar growth pressures are being experienced in the eastern and southern portions of Contra Costa Community College District.

There should be no adverse effect from a new educational center in Vacaville on Contra Costa CCD. It is even possible that the Vacaville operation could, indirectly, slightly reduce enrollment pressures on Diablo Valley College by reducing enrollment pressures on Solano College. We have observed that when one school becomes severely impacted, students will travel to neighboring districts to find the classes they need.

As your immediate neighbor to the south, we are vitally interested in your experiences in establishing a new educational center in Vacaville. Contra Costa CCD is currently negotiating for a dedicated campus site in the San Ramon Valley area and will be submitting a proposal to establish a permanent facility once the site has been identified.

Thank you for sharing your plans with us. I look forward to sending you more detailed information on our plans for the San Ramon Valley in the coming months. Best of luck with your efforts!

Sincerely,

Dr. Robert D. Jensen
Chancellor

RDJ:ph

500 Court Street, Martinez, California 94553 (510) 229-1000 FAX (510) 370-6817

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LOS RIOS COMMUNITY COLLEGE DISTRICT

SACRAMENTO CITY COLLEGE AMERICAN RIVER COLLEGE COSUMNES RIVER COLLEGE

May 1, 1992

Virginia L. Holten, Ph.D.
Superintendent/President
Solano Community College
4000 Suisun Valley Road
Suisun, CA 94585

Dear Dr. Holten:

This letter is written in support of your proposed higher education center to be developed at the intersection of I-505 and Midway Road in Solano County. While Los Rios does not have information which describes the full scope of your proposed project, the location of the center and the growth in that area suggest that this project will be valuable in providing needed educational services to the population in your immediate service area.

The regional education center which is being proposed by the Los Rios District at UC Davis focuses on the potential student population within the City of Davis and a specialized student contingent associated with UC Davis, both within the service area of the Los Rios District. Therefore, we do not feel that your project will have a negative impact on the Los Rios District's program at the Davis site. The efforts of both proposed centers will be directed toward different clientele while a significant portion of the Davis program will be oriented to the needs of students planning to attend or attending the University of California.

We agree that there are substantial benefits to be gained from partnerships among the different components of higher education. We should continue our discussions and share information about these projects since there may be other creative ways to meet the educational needs of the region.

Sincerely,

Marjorie K. Blaha, Ed.D.
Chancellor
(916) 568-3021
(916) 568-3023 FAX

MKB:ljw
cc: Robert Harris, President, Sacramento City College

1919 SPANOS COURT • SACRAMENTO, CA 95825-3981 • 916-568-3021

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Napa Valley College

Napa, California 94558
(707) 253-3360

Office of the President

May 20, 1992

Virginia L. Holten, Ph.D.
Superintendent-President
Solano Community College
4000 Suisun Valley Road
Suisun, California 94585

Dear Virginia:

I am pleased to hear of Solano Community College's plans to build a Vacaville Education Center at the intersection of Interstate 505 and Interstate 80. I'm sure that the donation of land for your project makes it especially attractive in these days of limited funding. Your cooperative program with CSU Sacramento is also a wise use of funds.

Please be assured that Napa Valley Community College District supports the building of this center. We do not see a conflict with your proposed service area and feel the new center will not affect our enrollments or our educational programs; in fact, some of our students will benefit from the opportunity to attend upper-division classes closer to home.

I wish you the best of luck with the approval process for your center. No doubt the new center will be an invaluable addition to you in meeting the educational needs of your district's students, as well as ours.

Sincerely,

Diane

Diane E. Carey
President

/ad

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San Joaquin Delta College

December 11, 1992

Virginia L. Holten, Ph.D.
Superintendent/President
Solano Community College
4000 Suisun Valley Road
Suisun, CA 94585

Dear Dr. Holten:

Thank you for your letter of November 23, 1992, and the enclosed proposal for your new education center.

I have reviewed the proposal, and it appears to be thoroughly developed, and to provide a persuasive case for the creation of a new center in the Vacaville area.

We have no objection to the construction of this new center. On the contrary, as the proposal points out, it will expand much needed educational opportunities for Vacaville citizens, and it will make a valuable contribution to the political and economic vitality of the area.

I wish you the best of luck as you move forward with the proposal, and if I can be of further assistance, please fell free to call on me.

Sincerely,

L. H. Horton, Jr.
Superintendent/President

Office of the President
5151 Pacific Avenue, Stockton, California 95207, (209) 474-5018

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Yuba College

November 17, 1992

MARYSVILLE CAMPUS
2088 N. BEALE RD.
MARYSVILLE, CA 95901
916 741-6700

Patricia L. Wirth, Ph.D.
Superintendent/President

District Offices
Main Campus
2088 N. Beale Rd.
Marysville, CA 95901
916 741-6700

FAX 916 741-3541

Governing
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Marysville

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Robert Conger

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Marysville
Woodland

Centers
Beale AFB &
Colusa

Dr. Virginia Holten, President
Solano Community College District
4000 Suisun Valley Road
Suisun, CA 94585

Dear Dr. Holten:

I am pleased to report that the Yuba College Board of Trustees approved my writing a letter of support for your planned Center construction at the Yuba Board's November 11, 1992 meeting.

The Board reached this conclusion since there does not appear to be a heavy transfer of students between our districts. At this time, we enroll .7 FTE students from your district, so it is readily apparent that our district's enrollment population will not be negatively affected by this new addition in your district. Good luck with your plans for development.

Sincerely,

Patricia L. Wirth

Patricia L. Wirth, Ph.D.
Superintendent/President

PLW:dj

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APPENDIX C Letter to Roland K.Allan from William L. Storey, April 8, 1992

STATE OF CALIFORNIA PETE WILSON, Governor
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1020 TWELFTH STREET, THIRD FLOOR
SACRAMENTO, CALIFORNIA 95814-3985
(916) 445-7933 ATSS 485-7933

April 8, 1992

Roland K. Allen
Assistant Chancellor
Administration and Operations
Los Rios Community College District
1919 Spanos Court
Sacramento, CA 95825-3981

Dear Bud:

Permit me to thank you and Larry Hendrick for traveling to our offices to review the Davis proposal. I think it is always helpful to discuss these matters face to face on a preliminary basis, and I look forward to other meetings in the future.

As I indicated to you last Tuesday, I have some concerns not only with the draft proposal you submitted to CPEC on March 17, but with the concept itself. As promised, the specifics of my concerns are as follows:

1. As you know, any enrollment projection must be approved by the Demographic Research Unit (DRU) of the Department of Finance before CPEC approval can be obtained. Obviously, this is not the only requirement we have, but it is an important one. In the case at hand, I think there are a number of weaknesses in the preliminary projection that make DRU approval doubtful.

   First, you indicate that population growth in the City of Davis is anticipated to be 2% per year between now and 2010. According to DRU, population growth between 1990 and 2005 in all of Yolo County, which includes a number of relatively high growth areas, will be only 1.8% per year (DRU Report No. 91-1, April 1991). Given the fact that Davis has discouraged growth for some years, and the fact that you do not cite the source of your data, I must question the 2% figure pending greater clarification.

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Second, you base your enrollment projections on the results of a survey, yet do not provide those results in your draft proposal. It appears that the critical question in your survey was "Are you interested in taking City College classes in Davis in the future?" This question is extremely general, and seems almost designed to elicit a positive response. Other surveys undertaken by both the State University and the Community Colleges in past years often asked the far more specific question, "If classes were offered at (location), would you definitely attend?" We found that dividing the positive responses in half provided a reasonable projection of opening enrollment.

Third, you indicate that growth in the Davis program has been 23% per year for the four and a half years prior to the Spring of 1991. In fact, the growth in Weekly Student Contact Hours (WSCH) from Fall 1986 to Fall 1990 was 19.2% per year. Overall WSCH growth from Fall 1986 to Fall 1991 was 12.7%.

Fourth, based on your 2% population and 23% WSCH growth figures, you assume the program will grow by 12% per year after 1992, producing a total of 13,472 evening WSCH plus another 2,500 WSCH for the day program for a total of 15,972, which could translate to about just over 1,000 full-time-equivalent students (FTES). This seems unlikely.

Fifth, on your assumption that 50% of Davis residents are interested in taking classes, and that 30% of that "interested" group are not now pursuing a degree, you suggest that there are 7,000 potential students with a degree interest and another 14,000 with an interest in taking courses. These assumptions do not appear to be warranted and are not consistent with the methodologies normally used to develop enrollment projections, nor with the methodology employed to project enrollments for the Los Rios CCD's Folsom campus.

Sixth (p. 6, no. 1), you indicate that "Current enrollment of 1,402 students generating 5,083 weekly student contact hours (WSCH) is primarily achieved with the evening program. By year 1995, the growth projections are estimated at 375% or 24,197 WSCH and 3,612 headcount; by year 2000, the growth projections are estimated at over 550% over current levels to 33,251 WSCH and 4,963 headcount." These figures are inconsistent with your projections at the top of page 6, are undocumented as to both data and assumptions, and appear superficially to be exaggerated by a wide margin. Further, your statement of current enrollment is in error, since the enrollment you cite for Spring 1992 is not 1,402 headcount and 5,083 WSCH but 1,363 headcount and 4,692 WSCH. Finally, where average contact hours per student are currently 3.4 (4,692 ÷ 1,363), you assume an average of 6.7, a number that would be high even by the standards of well established off-campus centers.

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2. The concept of the Davis educational center, as I understand it, is that UCD will provide an unspecified amount of acreage for $1 per year on a 40-year lease. In return, the Los Rios District will be responsible for building one or more buildings and providing all of the support costs for students in attendance, including "UCD students who need developmental/remedial course work" and "Underrepresented students recruited by UCD who would be guaranteed transfer to UCD upon successful completion of lower division requirements at SCC."

   If this is to be a "partnership," or "joint venture" as you suggest, or a "shared facility" to use Joyce Justus's term, then where is the University's financial commitment to the project? I see nothing in their proposal except the offer of land, which they have in abundance, and which costs them nothing. In return, they get relief from the burden of remediation costs. This sounds like a very good deal for UCD, at the State's expense. Frankly, we strongly support the idea of the shared use of facilities as cost effective, but such sharing implies an equality of contributions, and not just benefits.

3. Also regarding costs, you indicate in your draft proposal (p. 9) that the University will provide the "required infrastructure." If this assumption is derived from Chancellor Huller's letter of August 31, 1990, then you may be assuming more than was promised. In Huller's words:

   > Third, the selected site will be one that can be linked to the University's utility infrastructure. The cost of that linkage will be taken into account when the site is chosen, i.e., we will try to locate the site where the utility infrastructure currently exists, rather than at a site where there will be extra costs to the project to bring the utility infrastructure to the site.

   I see nothing in those words that indicates the University will pay for anything, including parking (p. 8).

4. As to alternatives, I agree that the first and second are untenable. The idea of leasing facilities in the Davis area, however, should not be so easily rejected. The argument about lack of bicycle access is questionable, as many students use the existing freeway bridges to the southern part of the city on a regular basis. It may be inconvenient, but in economic times as difficult as these, more will probably be asked of everyone. Concerning the fourth alternative, I agree that land acquisition in the City of Davis is impractical when the University is offering land at little or no cost.

   The Woodland Center alternative, and others like it, should not be rejected out of hand. That center is about as far away as the Solano CCD's proposed center in the

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Vacaville area, about 15 miles, which is not too far to ask students to travel according to the Chancellor's Office standard of a 30-minute commute. Note my eighth comment below.

5. Concerning the "Partnership," there is little doubt that the objectives you include are worthwhile, and that numerous benefits will accrue to both the University and Sacramento City College. However, you should be aware of the fact that President Gardner has not issued the directive regarding remediation that you mention in your draft. He has indicated his belief that the University should not be involved in remediation, but individual decisions remain with the campuses at the present time.

6. In your discussion of "Partnership Classes" (pp 11 and 12), you state that WSCH should be multiplied by 1.8 to account for the difference between semester and quarter enrollment systems. This is misleading. I do not believe such a multiplier should be used, since the sequence of the academic calendar should not affect total class load. If, for example, a particular facility operating on the semester system produces 6,000 contact hours in the Fall and another 6,000 in the Spring, this would not equate to a total of 21,600 WSCH on the quarter system (12,000 x 1.8). What should happen, approximately, is that each quarter would have 4,000 WSCH for the same annual total of 12,000. This has a rather dramatic effect on your enrollment projections.

7. You include a section on "Serving the Disadvantaged" (pp. 14-17) but there is an inevitable question of how many will be served. You note that the existing center's clientele "represents a good cross section of the Davis Community," yet you add that that community is only "11.6% hispanic" and "3.3% African American." Perhaps the recruitment program will improve these numbers.

8. As to effects on other institutions (p. 16), the discussion is very brief and needs considerable expansion, particularly regarding the Solano CCD. Superintendent Pat Wirth of the Yuba CCD may see no conflict, but I think further discussion should be held at some future date once your plans are more fully developed.

9. As to the academic plan, it must be keyed to a viable enrollment projection, which does not presently exist. Appendix L in the draft proposal is a start, but will need to be defined more clearly.

These are my initial concerns, and based on them, I would recommend that you not move forward with the draft proposal as currently written. This is not to say that the concept is fatally flawed, just that more work needs to be done, particularly regarding involvement from the University of California. As presently constituted, this looks very much like a pro-

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posal where virtually all of the costs are to be born by the community colleges (and therefore the State), in spite of the fact that many of the benefits will accrue to the University, especially relief from their current remediation responsibilities. If the University were to donate the appropriate facilities, or to provide sufficient capital outlay funds to construct or lease them, I think Los Rios would have a stronger proposal.

Before proceeding further, I think it would be prudent to discuss all of these matters with the Chancellor's Office, and perhaps with University of California officials as well.

Sincerely,

William L. Storey
Assistant Director
Planning and Resource Management

cc: Warren Fox

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of June 1993, the Commissioners representing the general public are:

Henry Der, San Francisco; *Chair*
C. Thomas Dean, Long Beach; *Vice Chair*
Mim Andelson, Los Angeles
Helen Z. Hansen, Long Beach
Lowell J. Paige, El Macero
Guillermo Rodriguez, Jr., San Francisco
Stephen P. Teale, M.D., Modesto
Melinda G. Wilson, Torrance

Representatives of the segments are:

Alice J. Gonzales, Rocklin; appointed by the Regents of the University of California;

Yvonne W. Larsen, San Diego; appointed by the California State Board of Education;

Timothy P. Haidinger, Rancho Santa Fe; appointed by the Board of Governors of the California Community Colleges;

Ted J. Saenger, San Francisco; appointed by the Trustees of the California State University;

Kyhl M. Smeby, Pasadena; appointed by the Governor to represent California's independent colleges and universities; and

Harry Wugalter, Ventura; appointed by the Council for Private Postsecondary and Vocational Education.

The student representatives are:

Christopher A. Lowe, Placentia
Beverly A. Sandeen, Costa Mesa

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933.

Proposed Establishment of the Vacaville Higher Education Center of the Solano County Community College District

Commission Report 93-12

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

93-1 *Legislative and State Budget Priorities of the Commission, 1993: A Report of the California Postsecon-dary Education Commission* (February 1993)

93-2 *Expenditures for University Instruction: A Report to the Governor and Legislature in Response to Supplemental Report Language for the 1991 Budget Act* (April 1993)

93-3 *Faculty Salaries in California's Public Universities: A Report to the Legislature and the Governor in Response to Concurrent Resolution No. 51 (1965)* (April 1993)

93-4 *Executive Compensation in California's Public Universities, 1992-93: A Report to the Governor and Legislature in Response to the 1992 Budget Act* (April 1993)

93-5 *Status Report on Human Corps Activities, 1992: The Last in a Series of Five Progress Reports to the Legislature in Response to Assembly Bill 1820 (Chapter 1245, Statutes of 1987)* (April 1993)

93-6 *The Master Plan, Then and Now: Policies of the 1960-1975 Master Plan for Higher Education in Light of 1993 Realities* (April 1993)

93-7 *The Restructuring of California's Financial Aid Programs and Its Short-Term Aid Policy: Recommendations of the California Postsecondary Education Commission* (April 1993)

93-8 *Undergraduate Student Charges and Short-Term Financial Aid Policies at California's Public Universities: Recommendations of the California Postsecondary Education Commission* (April 1993) [Superceded by Report 93-9]

93-9 *A New State Policy on Undergraduate Student Charges at California's Public Universities: Recommendations of the California Postsecondary Education Commission* (June 1993)

93-10 *A Dream Deferred: California's Waning Higher Education Opportunities. A Statement by the California Postsecondary Education Commission* (June 1993)

93-11 *Student Fees and Fee Policy at the California Maritime Academy: A Report to the Governor and Legislature in Response to Supplemental Report Language of the 1992 Budget Act* (June 1993)

93-12 *Proposed Establishment of the Vacaville Higher Education Center of the Solano County Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (June 1993)

93-13 *Major Gains and Losses, 1986-87 to 1991-92: A Report on Shifts in the Popularity of Various Academic Disciplines as Fields of Study at California's Public Universities* (June 1993)

Proposed Establishment of the Vacaville Higher Education Center of the Solano County Community College District ◆ Commission Report 93-12

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